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ABSTRACT

This unit introduces students to the concept of community in general and how individual entities cooperate to make decisions. By examining historical events that led to the formation of the European Community, students are introduced to a community in an international context. The six lessons include: (1) "Cooperation and Community"; (2) "An Evolving Community"; (3) "Decision-making Institutions of the European Union"; (4) "Cooperation Around Environmental Issues"; (5) "Admission of a New Member State-The Cases of Norway and the Czech Republic"; and (6) "The European Union: Visions for the Future." The document concludes with four appendices: a description of the European Union, a discussion of cooperative learning and the jigsaw approach, a list of frequently asked questions, and an extensive resource list. (EH)

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ED 399 202

Unity in Diversity

The European Union: An Evolving Community

Grades 9-12

SO 026 765

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UNITY IN DIVERSITY— THE EUROPEAN UNION: AN EVOLVING COMMUNITY

A social studies unit
recommended for grades 9-12

Developed by

Reinhold Steinbeck

and the staff of the Europe Project
Stanford Program on International and Cross-Cultural Education (SPICE)

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Reinhold Steinbeck
Stanford, California

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Unit Introduction

UNITY IN DIVERSITY— THE EUROPEAN UNION: AN EVOLVING COMMUNITY

We have had 45 years of peace now. That is one of the great things we have to thank Europe for. It was what the Community's [founders] had in mind. Never again, they said, will we go to war with each other. Peace, the rule of law.

Jacques Delors
former President of the Commission
of the European Union

Rationale

January, 1995, the European Union (E.U.) opened a new chapter in its history. Austria, Sweden, and Finland joined the E.U. The initial European Economic Community (EEC), which started in the 1950s with only six member countries, is now composed of 15 states.

It has a population of 370 million people, and its territory stretches from Creta to the Arctic circle. The six billion European Currency Unit (ECU) gross national product is 10 percent higher than the United States of America and 64 percent higher than Japan. Before the end of the century, the E.U. could grow to more than 25 member states by including central and eastern European countries, as well as Malta and Cyprus.

The movement toward European integration has been an interesting case for studying how individual nation-states, through an institutional framework, engage in a continuous dialogue, trying to accommodate one another's interests and reach decisions in which none will be disadvantaged. *Unity in Diversity—The European Union: An Evolving Community*, designed for grades 9-12, will introduce students to the notion of community in general, and how individual entities cooperate to make decisions. Students learn about the historical events that led to the formation of the European Community, and thus will be introduced to a community in an international context.

Focusing on decision making within the European Union provides students with information and ideas to explore differing national and political interests represented by the Union. In this way, students are exposed to the institutions comprising the European Union and data on each of the Member States. With this information, students will explore the complex negotiations contributing to European integration.

The European Union

"...to create, by establishing an economic community, the basis for a broader and deeper community among peoples long divided by bloody conflicts; and to lay the foundations for institutions which will give direction to a destiny henceforward shared."

European Coal and Steel Community Treaty, April 18, 1951

Although Europeans share a common cultural heritage, the diversity of their national temperaments and history has burdened them in the past with endless warfare. After two ruinous world wars, many Europeans began to feel that the price of violent conflict had become too high and that war between European nations no longer served their individual interests. Winston Churchill sounded the first call for closer cooperation within a united Europe when he declared in 1946, "We must build a kind of United States of Europe."[1]

However, many governments of Western Europe and their peoples were not prepared to submerge their separate national interests and traditions under a common, supranational government with the power to regulate their internal affairs. Political unity was still far away, but in the field of economics, important first steps were made.

In 1951, six nations of a Western Europe in ruins set out to create a unified strength by forming the European Coal and Steel Community (ECSC). They believed that the only way to rebuild their economies and prevent future conflicts was to draw together the main consumers and producers of coal and steel, the two resources most essential for the rebuilding of Western Europe. By creating the European Coal and Steel Community, these nations promoted cooperation and reconciliation, as well as greater economic strength. Encouraged by the success of the European Coal and Steel Community, the original six Member States—Belgium, the Federal Republic of Germany, France, Italy, Luxembourg, and the Netherlands—soon pressed forward, creating the European Economic Community (EEC), and the European Atomic Energy Community (EURATOM) in 1957.

In the following years, the main policies that the Community laid down in these treaties were put in place, in particular the establishment of a Common Market and a Common Agricultural Policy. In 1973 the Community grew from six to nine Member States when Denmark, Ireland, and the United Kingdom joined. Eight years later, in 1981, Greece became the tenth Member State. And in 1986, Portugal and Spain brought the number to twelve.

Despite many setbacks and conflicts, the Member States of the European Union realized that there was no effective alternative to working together. Under the Single European Act (1986), the Community undertook to abolish its internal borders. The Treaty on European Union, signed in Maastricht in 1992, reaffirmed the Community's goals of unity by pushing forward plans for economic and monetary union. Additionally, the Treaty continued to develop the institutional and decision-making structures that make up the inner workings of the union.

The collapse of communism in the early 1990s also affected Western Europe, and the nationalism emerging in the East cast its shadow on the

West and the European Community. After 35 years of continuing integration, many Western Europeans regarded with suspicion the dual goals of further economic and political integration. This suspicion expressed itself in the initial rejection of the Maastricht Treaty by Denmark and the slim margin of its approval in the French referendum. The policies of closer European integration slid into ill-repute in other states as well.

By rejecting the European Economic Area (EEA) in a national referendum, the Swiss threw another wrench into further European integration. On a sub-national level, most regions such as Wales, Scotland, or Catalonia, support the Maastricht Treaty. They figure that the more sovereign rights the Member States (U.K., Spain, etc.) must give up and transfer to the supranational European Community, the more regional autonomy they will enjoy.

On January 1, 1995, the European Union opened its doors to three new members. As with previous accessions to the European Community, the 1995 enlargement introduced amendments to the Community's treaty bases, and as a result, the Treaty on European Union (TEU) was amended for the first time.

There are three different European Communities: the *European Coal and Steel Community (ECSC)*, the *European Economic Community (EEC)*, and the *European Atomic Energy Community (EURATOM)*. All three Communities are separate entities and are governed by separate treaties. The official term, used to refer to these three communities in legal documents and official designations, is the *European Communities*, abbreviated E.C. Hence, the official term for the Commission is the "Commission of the European Communities." Since the three communities form a single political entity, they are commonly referred to as the *European Community*, also abbreviated E.C.

For reasons of simplicity, the term *European Union* (E.U.) will be used throughout this unit. The Maastricht Treaty on European Union, which took effect on November 1, 1993, strengthened the European Community further, most notably by preparing the way for economic and monetary union (EMU) and by giving extra power to the European Parliament. Maastricht also initiated the development of a common foreign and security policy and cooperation on justice and police affairs. The term *European Union* is used to describe the wider Maastricht framework in which all these activities—old and new—take place.

Another term commonly used to describe the European Union is the *Common Market*, which actually refers to the European Economic Community in particular. Economic groupings come in different forms. A *free-trade area* has no internal tariffs, but its members are free to set their own tariffs on trade with the rest of the world. A *customs union* has a common external tariff and no internal customs. A *common market* is a customs union, but it also has a common system of commercial law permitting free movement of goods, services, capital, and labor inside its borders (see also *Frequently Asked Questions*, Appendix C).

Unit Goals

- to introduce students to the concepts of *community*, *cooperation*, and *competition*, and to help students investigate characteristics of a community
- to help students explore the need for cooperation in accomplishing a mutual goal
- to teach about Western European integration and the historical events that led to the formation of the European Union
- to introduce students to the key institutions that comprise the decision-making process in the European Union
- to help students understand the process of negotiation of key issues within the European Union, keeping in mind the different interests and perspectives of Member States and their national interests
- to introduce students to the institutional framework of the European Union as a means to demonstrate international cooperation and conflict resolution
- to recognize the tensions between national and supranational interests
- to become familiar with the political geography of Western Europe and basic information of the twelve Member States
- to develop group participation skill
- to practice analytic writing skills
- to practice examining and analyzing information
- to improve skills at negotiating, conflict resolution, debate, and logic and reasoning
- to develop and practice chart and map reading skills

Instructional Strategies

- group work (information finding, discussion, decision making)
- role-play, simulation, and negotiation
- chart and map reading and individual writing

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Time and Suggested Sequence of Activities

This unit is divided into six lessons. Most of these lessons take at least a full class period.

- *Lesson One (suggested length: one to two class periods)*

What are some of the characteristics of a community? What is the meaning of community, cooperation, *and* competition*?*

Through a simulation activity, students will be provided with an opportunity for studying and initiating a discussion of the concepts of cooperation and community. After experiencing the need for cooperation in order to accomplish a mutual goal, students will relate their experiences in the activity to a more generalized application of global cooperation.

- *Lesson Two (suggested length: one class period)*

What are the main events that led to the formation of the European Union?

After a brief mapping exercise, students will learn about the main events that led to the formation of the European Union and how sovereign nations decided to cooperate internationally.

- *Lesson Three (suggested length: one class period)*

How are decisions made in the European Union? What is understood by the term supranationality*?*

Students continue their exploration of the European Union, this time concentrating on the decision-making institutions of the E.U. Students will be reintroduced to the institutional framework of the United States. In a jigsaw activity, they will then create their own chart of the decision-making institutions of the European Union.

- *Lesson Four (suggested length: one to two class periods)*

How does the European Union balance the national interest of its Member States and the interests of the Union?

In this lesson students will explore the issue of pollution from automobile emissions in the European Union and will role-play the decision-making process of the Council of Ministers in order to experience firsthand the challenges of putting the interests of the E.U. as whole before those of the individual Member State.

- *Lesson Five (suggested length: one class period)*

What are some aspects of the admission of a new Member State to the European Union?

The cases of Sweden's and the Czech Republic's bids for admission will serve as the basis for examining the various aspects of admission of a new Member State to the European Union.

- *Lesson Six (suggested length: one to two class periods)*

What are some of the challenges the European Union might have to face in the future?

This lesson will tie together the major themes and concepts of the unit by having students focus on the Union's future prospects. In groups, students will prepare a report of the European Union's summit in 2010, create a map of Europe in 2010, and design an illustration that best depicts major events or changes.

Grade Levels

Grades 9-12

Materials and Equipment

- Overhead Projector
- Straight Pins
- Butcher Paper
- Felt Pens and Masking Tape or Tracks

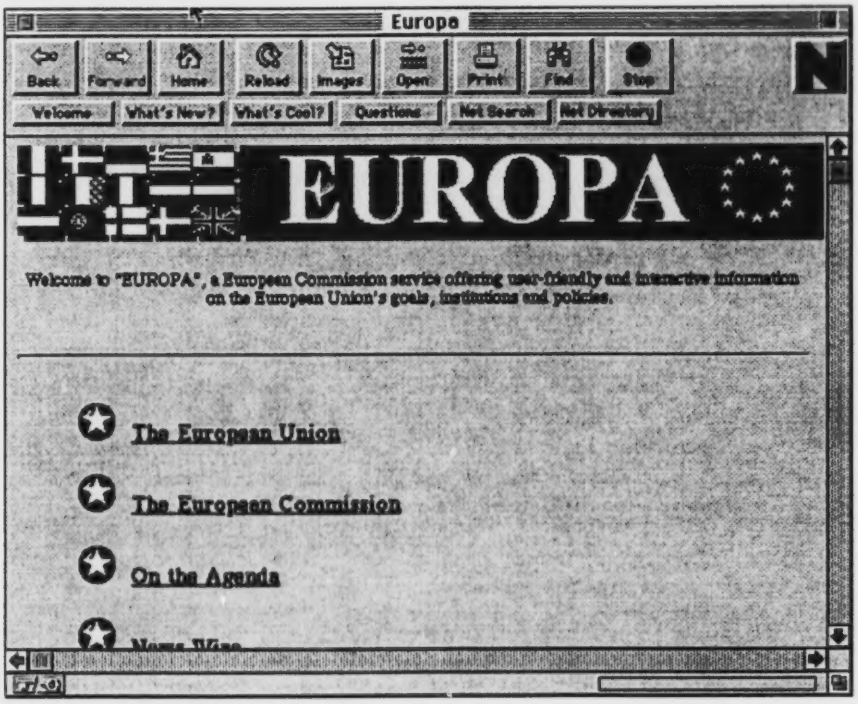
The European Union and the WWW on the InterNet

"Following the treaty on European Union, the Commission has taken a series of measures to be closer to the citizens of the Union. Openness, communication and information are keywords in this process. With the opening of the 'EUROPA' service, the Commission makes a further step to achieve this goal. I hope that this service will contribute to a better understanding of our institution's daily work and to install a permanent dialogue to the benefit of the Union and its citizens."

Jacques Santer, President,
European Union

Developments in the electronic delivery of European Union information are proceeding at a dazzling pace. The European Union established a service through two servers on the World Wide Web (WWW) offering user-friendly and interactive information on the European Union's goals, institutions, and policies: **I'M-EUROPE** and

EUROPA. Taking full advantage of WWW's hypertext facility, users can move between them with ease. New or improved services appear like magic and home pages are added almost every week on the current WWW servers described below.



- *EUROPA*

Launched in February 1995, **EUROPA** is designed to provide up-to-date information on the objectives, institutions, and policies of the European Union. It contains:

- General information on the European Union, including its history, institutions, and Member States;
- Information on the European Commission, its tasks, organizational structure, speeches by the President, and information on accessing documents;
- Agenda of main events and calendars of the Council Presidency;
- The ABCs of European Union policies;
- Information sources, services, databases, and access to other E.U. WWW servers including **I'M-EUROPE, CORDIS** (Community Research and Development Information Service), **ECHO** (European Community Host Organization), and **ISPO** (Information Services Project Office).

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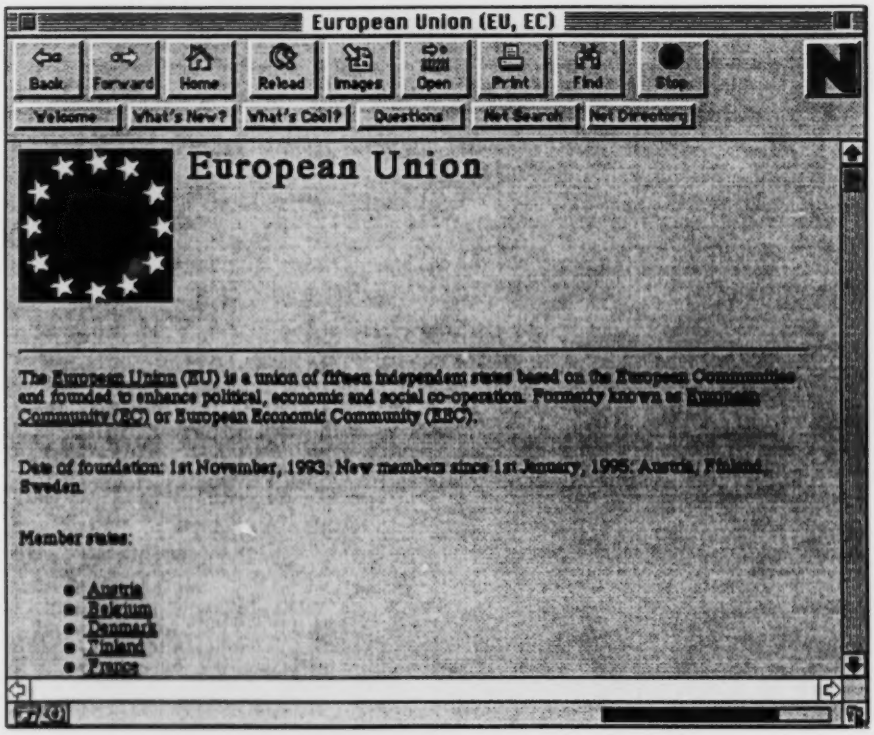
EUROPA's stock of information is growing rapidly. Teachers and students with InterNet access and a WWW browser can access **EUROPA** at the following URL: http://www.cec.lu

- *I'M-EUROPE*

Started as a pilot project to promote the European electronic information market, **I'M-EUROPE** has expanded its coverage and offers an interesting array of information from its home page:

- ***European Union*** has full texts of key E.U. publications, including the Maastricht *Treaty on European Union*, papers on the information society, and the *White Paper on Growth, Competitiveness and Employment;*
- ***European Parliament*** fact sheets produced by its Directorate General for Research and Documentation. These briefs give information about the Parliament and the European Commission.

Teachers and students with InterNet access and a WWW browser may use the following URL to reach **I'M-EUROPE**: http://www.echo.lu



- *Relevant Home Pages on the WWW*

The following home pages and URL addresses offer additional information about the European Union or its member states.

European Union, cited in:

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- http://www.cec.lu/en/eu.html
- http://www.cec.lu/en/info.html
- http://www.uci.kun.nl/~eumiglaw/EnglishHome.html
- http://www.afrodite.lira.dist.unige.it/ecvnethome.html
- http://www.chemie.fu-berlin.de/adressen/eu.html
- http://www.rsl.ox.ac.uk/scott/scott.html

Countries of the European Union, cited in:

- http://www.geo.ed.ac.uk/home/geoghome.html
- http://envirolink.org/archives/seashep/

Icons

The following icons have been provided for ease of reference:

Information:

Group work:

Notes to the teacher:

Homework:

Lesson One

COOPERATION AND COMMUNITY

Let there be no mistake. Each of us must contribute to the building of Europe. Each of us must feel involved. The task includes the shaping of a people's Europe ... and, of course, broadening support for our shared venture if we are to create an open and effective Community.

Jacques Delors
former President of the Commission
of the European Union

What are some of the characteristics of a community? What is the meaning of community, cooperation, *and* competition*?*

Introduction

Cooperation has been one of the motivating forces behind the political and economic organization in the European Union. During the past 40 years European countries have channeled their collective energies and have worked toward common goals. Before students can grasp the significance of such efforts and the role cooperation and the collective spirit play in a community of nations, they must clearly understand and experience what it means to cooperate in group efforts.

This activity[2] provides students an opportunity for studying the concept of community and for initiating a discussion of the concept of cooperation as a possible model for problem solving. In the activity, students are confronted with a group task and are given guidelines for accomplishing the task. Through their own experiences at solving the group "problem," students will increase their awareness of how individual attitudes and behavior affect group achievement.

By exploring the role of cooperation versus competition among individuals within a small group, students will find it easier to go one step further and understand the role of cooperation and competition among independent, sovereign nations. Thus, students will be able to explore the dimensions of community, conflict, and cooperation in a global context.

Objectives

- to experience the need for cooperation in accomplishing a mutual goal

- to explore methods of problem-solving involving cooperation and/or competition
- to investigate characteristics of a community and how members of a community work together
- to analyze the concepts of cooperation and competition and the potential role each individual may play in a community
- to relate their experiences in the activity to a global perspective

Materials

- Teacher's Guide 1A, *Puzzle*
- Handout 1A, *The European Union: An Evolving Community*, one copy per student
- Heavy colored construction paper
- 5 envelopes per set
- Ruler
- Pair of scissors
- Marker

Time

The time requirement for this activity varies; however, as with any simulation game, ample time for debriefing is crucial. We recommend one to two class periods for the simulation activity and the debriefing session.

Suggested Procedures

Introduction to the Unit

Give students a brief introduction to the unit. Tell them that they will learn about the European Union—a community of independent and sovereign countries embracing many different cultures. These countries have decided to cooperate rather than compete with each other. They have given up some of their individual rights because they recognized the benefits of working for the good of the whole of Europe. Explain to the students that before they will discuss the European Union, they will explore the concept of cooperation and how it relates to communities in general.

Overview of Simulation Activity

Each group of five students will receive pieces of the puzzle. Together, these pieces will form five complete squares of equal size. However, the pieces allotted to each individual will be insufficient to form one of the desired squares. The group task is to find the right combination of pieces to form five equal-sized squares. At the end of the

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activity, each member of the group must have one complete square equal in size to all the other squares in the group. There are only three rules that group members must obey in accomplishing their joint task:

- No member may speak.
- No member may take a piece from another player, nor signal in any way that s/he wants a piece.
- Members may give pieces to one another.

In this way, sharing and cooperation are necessary if the group wants to solve the problem collectively.

Preparation

Prepare the pieces from the puzzle (Handout 1A, *Puzzle*) and make a rules sheet for each group of five students. The rules sheet should state:

Objective of this activity: To form five squares of equal size

Rules:
1. No member may speak.
2. No member may take a piece from another player, nor signal in any way that s/he wants a piece.
3. Members may give pieces to others.

Simulation Activity

1. Divide the class into groups of five, and seat each group at a table, or arrange five desks in a tight circle (so that group members may easily see one another's progress). In classes not divisible by five, allow remaining students to act as "observers" and record the activities of a group of their choice.

2. Distribute a copy of the rules sheet to each group, explain the objective of the activity, and spell out the rules, stressing that the goal is not achieved until each group member has before her or him a perfect square and all five squares are of equal size . You may wish to tell students that the purpose of the exercise is to discover the best means for solving the problems, or you may simply have students play the game and determine the purpose afterward. Stress to students that there is no "winning" or "losing." Students are simply to "solve" the problem confronting them—to form 5 equal squares from the puzzle pieces.

3. Pass out the envelopes. One set of envelopes marked A, B, C, D, and E should go to each group. Instruct students not to open the envelopes until the signal to begin is given.

4. Give the signal to begin.

5. When you or the students serving as "observers" view behavior that is contrary to the rules, you may choose to let the group handle it, or you may intervene by reminding students of the rules. Such behavior will be investigated during the debriefing session.

6. When all or most groups have finished, or when the students seem to have grasped the role of cooperation (vs. competition) in accomplishing a mutually defined goal, call time and bring the class together for a discussion of the issues. (Note that some students will interpret the activity as a "group task" while others will perceive it as five individual tasks, with each member solely responsible for making one square. The differences between groups should be addressed in the discussion.)

Debriefing

As with all debriefing sessions following simulation games, feelings and frustrations must be aired immediately before discussing the heart of the issues. Therefore, the debriefing session is divided into three sections.

Section I: Airing Student Feelings

Ask each group to briefly describe what happened in their group. If students have helped to monitor the activity, ask them to share their observations. Ask students the following questions:

1. How did you feel while doing the activity? Did you experience any problems in completing the task assigned to you? If so, how did you solve the problems?

2. How did you feel when someone else held a piece you or some other member of your group needed and did not see the solution as you saw it?

3. What was your reaction when someone in your group finished her/his square and then sat back without caring whether their solution prevented others in the group from solving the problem?

4. What were your feelings if you finished your square and then began to realize that you had to break it up and give away a piece in order to enable another person in the group to form a square? How did you come to this realization? How and why did you finally make the decision to break up your square?

5. Did you observe people in your group breaking the rules in an effort to "direct" the group solution? Did people take pieces from you to keep for themselves or to redistribute to others? How did you and others in your group react to such actions if they occurred? Why do you suppose the person(s) involved acted against the rules?

6. What were your feelings towards members in your group? Did you develop a feeling of unity? If so, why? What motivated you to cooperate?

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7. Did you learn anything about yourself from this activity? What did you learn? (The teacher may also want to relate the exercise to students' general attitudes and relationships to each other and to the teacher.)

Section II: Discussing Cooperation and Communities

Now that feelings of the groups have been aired, have students begin to relate the activity to larger issues of "groups," and the role cooperation plays in various groups. In particular, ask students to consider the foundations of *community* as a concept, using their knowledge of the communities they belong to as a basis for discussion.

1. What is a *community*? How does the concept of cooperation fit into the notion of a community? (Students should emphasize various aspects and characteristics of a *community*, such as a wholeness that incorporates diversity; a commonalty of economic, political, and/or cultural system; mutually identified goals; interaction between individual and group interests; sharing of leadership roles; an ethic of caring and trust; etc.)

2. Can you think of communities you are a member of? (family, neighborhood, school, interest community such as sports team, choir, food cooperatives, union, etc.; city/urban community; ethnic or language community; economic community; community of nations; world community.)

3. Given your own experiences of being a member of various communities, what do you think are the advantages and disadvantages of being part of a community? (Write student responses on the chalkboard.)

4. Reflecting on your experiences in the simulation, what do you think are the prerequisites for successfully organizing a community on the basis of cooperation? How are people motivated to pursue mutually identified goals rather than strive for individual recognition and achievement?

5. If you were to structure the social and economic organization of a model community, what organizational model would you choose? On what principles are the features of social and economic organization you have chosen based?

Section III: Community and Cooperation in a Global Context

So far, students have explored the role of cooperation versus competition among individuals within a community. Going one step further, have students discuss the role of cooperation and competition among various countries. Have students explore the dimensions of cooperation and competition in a global context from both a historical and a contemporary perspective.

1. Historically, what role has competition played in the international arena? (Student responses will vary greatly. Important issues to bring up include: The European quest for territories and riches in the New World, Asia, and Africa; the role of "cultural supremacy" and colonization of peoples in the world, etc. Additionally, some people may focus on specific conflicts that are the direct or indirect result of international competition such as wars, arms build-up, etc.)

2. Historically, what role has cooperation played on an international scale? (Students may mention the issue of "international aid" as an example of cooperation, as well as such international organizations as the United Nations, the World Health Organization, UNICEF, etc.)

3. What are some of the mechanisms for international cooperation in the contemporary world ? Do contemporary circumstances warrant new forms of international cooperation that were not necessary or possible in the past? (Students may bring up such matters as advanced transportation technology leading to increased contact among societies; the increasing realization of the finite nature of natural resources; the destruction of the environment, etc.)

4. How can we go about enhancing individuals' sensitivity to their role within the international as well as their national community?

5. Can you think of ways to help people realize that international cooperation is important? Pretend each group in the simulation activity was a nation. How could you help the different groups realize that cooperation among them is important?

Conclude this lesson by distributing a copy of Handout 1A, *The European Union: An Evolving Community*. Tell students that in Lesson Two they will be introduced to the European Union as an example of how sovereign nations decided to cooperate internationally. Ask students to prepare for Lesson Two by reading Handout 1A.

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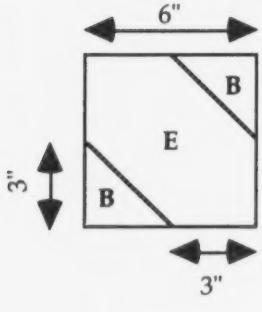
PUZZLE

Teacher Instruction

Make one set of squares for each group of five students. (If your class is not divisible by five, remaining students may serve as observers.) You will need heavy colored construction paper, 5 envelopes per set, a ruler, a pair of scissors, and a marker.

1. Cut a set of five 6" x 6" squares of the same color. (Additional sets of squares may be cut from other colors, but all five squares within a set must be of the same color.)
2. Further divide the squares according to the diagrams below.
3. Label the pieces with the letters indicated below, and label five envelopes A, B, C, D, and E, respectively. Put all the pieces labeled A in the envelope marked A; B pieces in envelope B, etc.

Square #1



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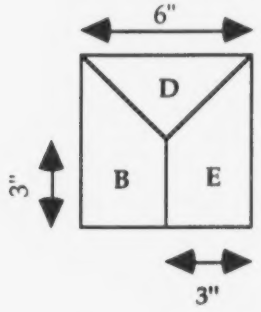
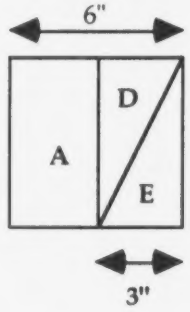
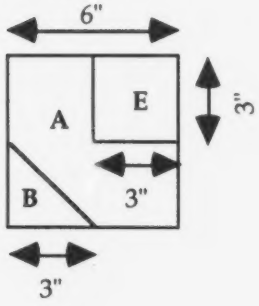


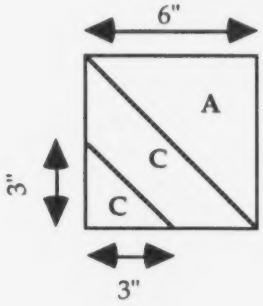
Square #3



Square #4



Square #5



THE EUROPEAN UNION: AN EVOLVING COMMUNITY[3] (1 of 2)

The Schuman Plan and the ECSC

The European Union came into being at 6:00 PM on May 9, 1950, when the French Foreign Minister, Robert Schuman, outlined the aims and methods of the so-called **Schuman Plan**. The aim of the plan was to integrate the coal and steel industries of those Western European countries who wished to participate in the scheme, thus creating a **European Coal and Steel Community (ECSC).** It was formally established in 1951 when six countries—**Belgium, France, the Federal Republic of Germany, Italy, Luxembourg, and the Netherlands**—signed the Treaty of Paris. Common institutions were established to govern the operation and development of the coal and steel industries in the Member States. The establishment of the ECSC was seen by many as the first step towards even greater unity in Europe.

The EEC and EURATOM

A few years later, in 1957, the process of integration was taken a step further with the signing of the Treaties of Rome establishing the **European Economic Community (EEC)**, to integrate the Member Countries' economies as a whole, and the **European Atomic Energy Community (EURATOM)**, to encourage cooperation in the peaceful use and development of nuclear energy. On July 1, 1967, the three organizations (ECSC, EEC, EURATOM) merged their separate executive institutions, so that these groups started to be referred to as a single organization—the European Community or E.C.

From Six to Nine

In 1973 the original six member countries were joined by **Denmark, Ireland,** and the **United Kingdom,** making a total of nine.

The ECU and the European Elections

In the **first direct elections,** the citizens of the nine Member States voted for the 410 members of the European Parliament. The European Monetary System, introducing the **European Monetary Unit** (ECU) became operative in 1979.

From Nine to Twelve

In January 1981, the Community was further enlarged by the accession of **Greece**. Finally, in January 1986, the accession of **Portugal** and **Spain** raised the number of Member Countries to twelve.

THE EUROPEAN UNION: AN EVOLVING COMMUNITY (2 of 2)

German Unification

In October 1990, the five Länder (*Länder* are states similar to those in the United States of America) of the **former German Democratic Republic** entered the Community as part of a united Germany.

1992 and the European Community

The Community's objectives and means of action were spelt out in the **Single European Act,** an amendment to the original E.C. treaties that aimed at the creation, by the year 1992, of a Europe without frontiers, a Europe in which the movement of people, goods, and services was completely free. Foreign and Finance Ministers of the Twelve signed, the Maastricht Treaty transforming the European Community into a European Union.

The European Union in the Nineties

The European Union is moving north. On January 1, 1995, the European Union welcomed three wealthy new members into the fold. With Austria's, Sweden's, and Finland's membership, the E.U. greatly expanded its borders, its population, and its economic power. From beyond the frozen reaches of the Arctic Circle to the sands of the Mediterranean, the new European Union covers more than 1.3 million square miles of land, an increase of more than 50 percent. For the first time in its history, the European Union is sharing a border with Russia.

Lesson Two

AN EVOLVING COMMUNITY

There will be no peace in Europe if States are reconstructed on the basis of national sovereignty, with all that implies in terms of prestige politics and economic protectionism . . . . The nations of Europe are too circumscribed to give their people the prosperity made possible and hence necessary by modern conditions . . . . Prosperity and vital social progress will remain elusive until the nations of Europe form a federation or a 'European entity' which will forge them into a single economic unit.

Jean Monet, 1943

What are the main events that led to the formation of the European Union?

Introduction

This lesson focuses on the political geography of Europe and the main historical events that led to the formation of the European Union. After a brief mapping activity in which students locate the countries of Europe, they will then engage in a chronology activity which will familiarize them with the major goals and accomplishments of the European Union. The lesson concludes with questions to help students understand the significance of "shared sovereignty."

Objectives

- to become familiar with the current Member States of the European Union and the political geography of Europe
- to appreciate and become aware of the historical forces that led to the creation of the European Union
- to begin to understand the difficulties of weighing the interests of sovereign nation-states with the supranational interests of a diverse international community

Materials

- Handout 2A, *Blank Map of Europe*, one per student
- Handout 2B, *Map of Europe—Answer Key*, one per student
- Handout 2C, *History of the European Union*, one set per group

- Handout 2D, *Question Sheet*, one per student
- Handout 2E, *A Cartoonist's Perspective*, one per pair

Time

Suggested time for this lesson: one class period

Key Vocabulary

- sovereignty
- supranationality
- economic and political integration

Suggested Procedures

Mapping

The mapping exercises will reinforce students' knowledge of the political geography of Europe.

1. Distribute one copy of Handout 2A, *Blank Map of Europe*, to each student and ask them to locate as many European countries as possible. Remind students that Handout 2A reflects Europe after radical changes have taken place in Eastern Europe and the former Soviet Union.

2. Ask students to point out the newly independent nations of Europe. What political, economic, and social changes have taken place in these countries?

3. For debriefing the mapping activity, distribute a copy of Handout 2B, *Map of Europe—Answer Key*, to each student. Remind them to keep the map in their folder for future reference.

At this point, you might want to introduce some of the key vocabulary of this lesson. Please refer to Appendix A, *The ABCs of the E.U.* Encourage students to think about the larger concept of *community and cooperation*, as discussed in the previous lesson, when learning about the main historical events that led to the formation of the European Union.

History of the European Union—Event Sort

The following event sort develops students' interpretative and analytical skills: each newspaper article summarizes a significant event in the history of the European Union. The students are to number the articles in the correct chronological order.

1. Divide students into small groups and distribute one complete set of Handout 2C, *History of the European Union*, to each group.

2. Tell the students that as a group they have to number the events described in the articles chronologically. Each article has a white box in which the students can write the number they think will correspond with the order of the event. Number one will be the first event, and number eleven will be the most recent event. Ask students to write a newspaper headline for each event at the beginning of each

article. It might be easier for the group to decide on the headlines first and then sort the events chronologically.

3. When students are finished with the sorting, one member of each group will come to the front of the class and pick up one copy of Handout 2D, *Question Sheet,* for each member of the group. This handout will also give the answer to the event sort.

4. Ask students to answer as many questions as possible. Each member of the group will be accountable for the answers. Therefore, each student should write down the answers on his or her sheet.

5. Spend the remaining time debriefing the questions. Again, try to emphasize that the European Union is a community in a global context. Ask students how the experiences of a Member State within the European Union could compare with their own experiences in the simulation in Lesson One, or of being a member of various smaller communities.

Answer Key to Event Sort:

1. Waarheid **(C)**
2. Le Monde **(O)**
3. Giornale **(O)**
4. Zeitung zum Letztebuerger Vollek **(P)**
5. The Guardian **(E)**
6. Belfast Telegraph **(R)**
7. El País **(A)**
8. Berliner Morgenpost **(T)**
9. Le Drapeau Rouge **(I)**
10. Wiener Zeitung **(O)**
11. Helsingin Sanomat **(N)**

- *Cartoon Activities*

A political cartoon is an ideal stimulus for developing students' analytical and writing skills. Pictures, quotations, poems, and a moral dilemma also work. Most writing is based on the writer's perception of the world. A writing activity interpreting a political cartoon will help student writers focus their observations on the details of the cartoon, as well as on the whole, and allow them to see the interrelationships of these details. Writing is reasoning in action. The process of thinking takes place when students write. In the case of writing about political cartoons, the mental processes may include translating, interpreting, analyzing, and evaluating. The writing activity can encourage and develop these processes.

1. Divide students into pairs and distribute a copy of Handout 2E, *A Cartoonist's Perspective,* to each pair.

2. Have student pairs generate a series of questions (approximately 5-15) that are based on the political cartoons. Avoid the question "What is the cartoon all about?" This question is a discussion killer; save it for the end. Instead, have students focus on the details and their interrelationships. Write the questions on the board as the students formulate them. Examples include: Who are the men in the cartoon? What they doing? Why are they shown doing what they are doing? What is the connection to the setting? Developing a series of questions serves two purposes. First, it helps students put their observations into words. Second, by asking questions that focus on the details of the cartoon, the students will begin to see the interrelationships of the parts.

3. When the student pairs have considered all of the possible questions, have them suggest answers to the questions. Let the students report their findings to the rest of the class and discuss the answers. Write the answers alongside the questions on the chalkboard.

4. Finally, ask the students to write an essay, poem, or short story that interprets the message in the cartoons.

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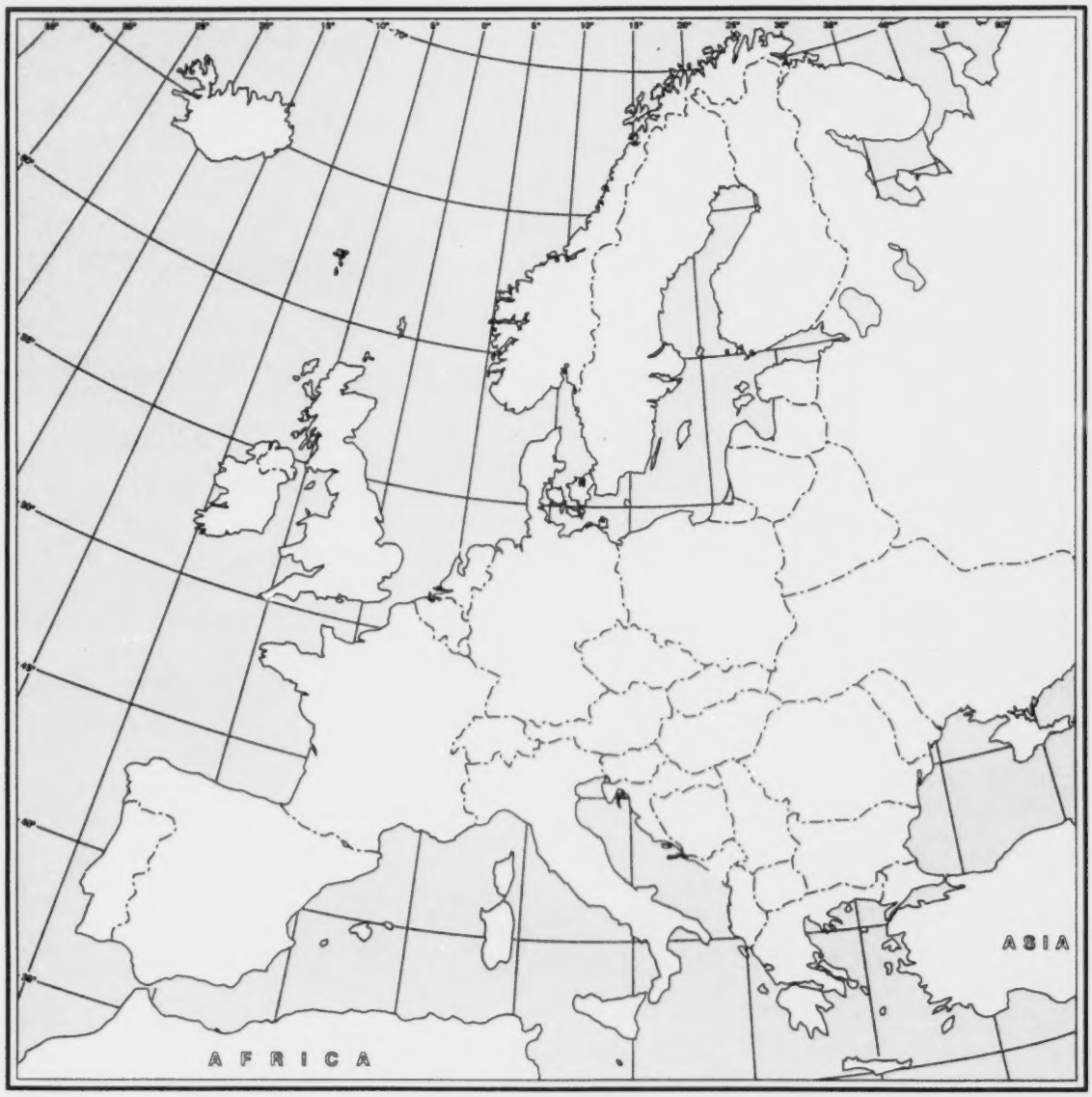
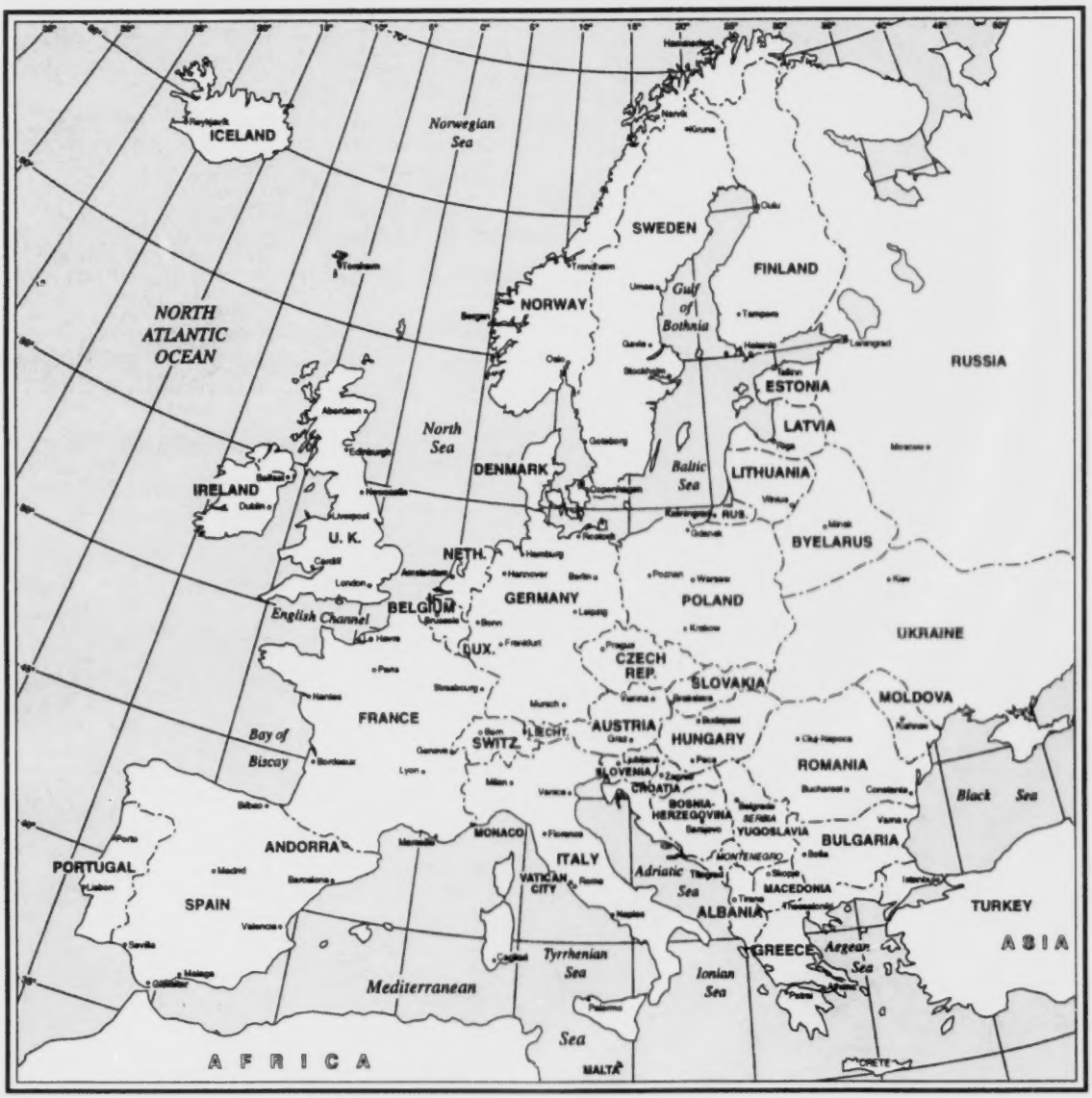
BLANK MAP OF EUROPE

On the map below, indicate as many of the following countries as possible:
Albania, Austria, Belgium, Bosnia-Herzegovina, Bulgaria, Byelarus, Croatia, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Moldova, Netherlands, Norway, Poland, Portugal, Romania, Russia, Slovakia, Slovenia, Spain, Switzerland, Turkey, Ukraine, Yugoslavia.



MAP OF EUROPE—ANSWER KEY



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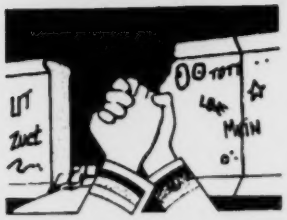
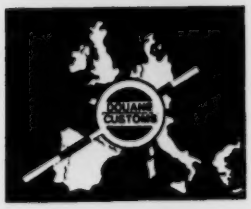
HISTORY OF THE EUROPEAN UNION (1 of 4)

Berliner Morgenpost Volume XX/1



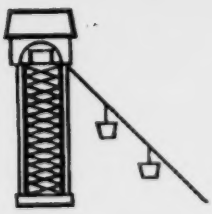
The political changes in the Soviet Union and in Eastern Europe finally resulted in the opening of the Berlin Wall and the border between the two Germanys. The European Community has agreed to accept the unified Germany without going through complicated procedures or treaty amendments. However, some of the twelve Member States are concerned about what effect German unification could have on European integration and on individual Member States. In particular, smaller Member States fear a stronger Germany. They are also concerned that financial support from the Community will now go to rebuilding Eastern Germany instead of supporting them.

Le Drapeau Rouge Volume XXV/1



The end of this year will mark the elimination of all national frontiers between the Member States of the European Community; citizens will now be free to live and work, even eventually to vote, in whatever country they chose. Goods and services will flow between nations as they do now between American states. The European Community will be a step closer towards complete economic and monetary union. The agreement, which will go into force this year, will eventually mean that all twelve members adopt the same currency and form a central European bank to manage their individual monetary policies.

LE MONDE Volume XXX/0



Only a few years after the war has ended, Belgium, the Federal Republic of Germany, France, Italy, the Netherlands, and Luxembourg have signed the European Coal and Steel Community (ECSC) treaty, creating the first of three European Communities. European countries realized that only through sharing their limited resources, in particular coal and steel—the two items most essential for the rebuilding of Europe—would they be able to speed up the reconstruction process.

The treaty is based on a proposal by the French Foreign Minister, Robert Schuman, who suggested combining all European coal and steel industries under a single organization. The European Coal and Steel Community will be equipped with institutions that will have some powers transferred to them from the individual sovereign nation-states.

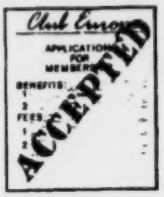
HISTORY OF THE EUROPEAN UNION (2 of 4)

Zeitung zum Letzebuerger Vollek Volume X/P

Belgium, the Federal Republic of Germany, France, Italy, the Netherlands, and Luxembourg have decided to merge all three community institutions, creating the basic structure for one single European Community. This merger reinforces the supranational character of community institutions with the power to make decisions for the benefit of all. The key institutions of all three communities are:

- the Commission of the European Communities
- the Council of Ministers of the European Communities
- the European Parliament
- the Court of Justice of the European Communities

The Guardian Volume XXIV/E



After a long and difficult negotiation and application process, Denmark, Ireland, and the United Kingdom joined the European Community, thus increasing its number from the original six to nine.

The U.K.'s decision to join this rather successful "club" comes after a great deal of heated debate within those shores. Indeed, the decision has not met with unanimous approval. There are those who remain reluctant to see the U. K. sacrifice some of its sovereign powers and who warn of the potentially harmful effects that membership in the European Community could have on the nation's political and economic links with other countries.

Wiener Zeitung Volume XX/O

Is it better to go it alone? Norway thinks so. For the second time in her history the people of Norway, through referendum, have decided not to join the 12 Member States of the European Union. Once again the central issue was sovereignty. Throughout its history, Norway has been ruled by different foreign nations and has only had a brief period of complete independence.

The nation is not ready to give up power to a supranational organization. This ability to remain independent is bolstered by the fact that Norway has huge oil reserves that will maintain her economy for decades.

HISTORY OF THE EUROPEAN UNION (3 of 4)

#

Giornale

Volume XXXIV/O

Encouraged by the success of the European Coal and Steel Community (ECSC), Belgium, the Federal Republic of Germany, France, Italy, the Netherlands, and Luxembourg have pressed forward and signed the Treaties of Rome, which establish two additional communities: the European Atomic Energy Community (EURATOM) for joint research on nuclear energy for peaceful purposes, and the European Economic Community (EEC), which is also referred to as the "Common Market" and is the more important of the two. Both the EEC and EURATOM are to have decision-making institutions similar to the European Coal and Steel Community.

The creation of the European Economic Community (EEC) is the first step towards merging separate national markets into a single or community market with the ultimate goal of enabling free movement of persons, goods, services, and capital across the borders of the individual Member States of the Community.

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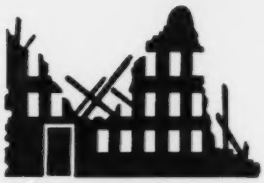
Waarheid

Volume XIV/C

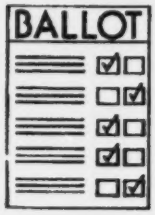


Most of Europe is lying in ruins: cities are destroyed, factories have stopped operating, work is unavailable, transportation is at a standstill, and food is rationed. With the loss of more than 45 million people and with tens of millions of Europeans homeless, this war has been more destructive than any other conflict in history. It has left the entire continent divided between East and West.

#

Belfast Telegraph

Volume IX/R



For the first time in the history of the European Community, representatives of the European Parliament were elected directly by the citizens of Europe, rather than nominated by the national parliaments of the nine Member States. The vote was not only the biggest vote ever recorded for any western election, but it was also the first simultaneous supranational election ever held. The representatives of the Parliament form political rather than national groups.

A major problem for the Community has been the existence of individual currencies in the Member States, such as the pound sterling, Danish krone, German mark, Italian lira, etc. After many years of constantly changing exchange rates between the individual Member States, the European Community has introduced the ECU (European Currency Unit), which can best be explained as a basket comprised of certain amounts of each national currency. Though there is no physical ECU money, it is considered to be an important tool towards monetary cooperation, a single market, and a more effective community.

HISTORY OF THE EUROPEAN UNION (4 of 4)

#

Helsingin Sanomat

Volume XXV/N

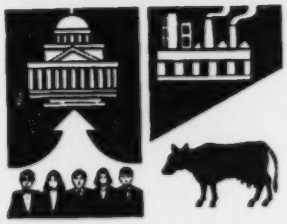
In January of this year, three new nations officially became members of the European Union, increasing its number from 12 to 15. After heated national discussions, referenda, and long negotiations, Austria, Sweden, and Finland now belong to the Union.

These new members will bring an infusion of Northern European culture into the Union, balancing out the Mediterranean expansion of the mid-1980s. The addition of these three relatively wealthy nations will help enlarge the coffers of the organization as well as raise levels of concern for environmental and social welfare issues.

#

El País

Volume IV/A



One of the qualifications for membership in the Community is that a country must be a democracy. After conforming to the overall trend in the West toward constitutional democracy, Greece (which for some time wavered between democracy and dictatorship), Spain, and Portugal joined the European Community, increasing the Community's membership from nine to twelve. The inclusion of these three less prosperous and predominantly agricultural states is sure to present the European Community with difficult challenges.

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QUESTION SHEET

Event Sort

To check whether your group has listed the events in the right chronological order, connect the letters in the far right corner in the header of your newspaper clippings, starting with the first event (i.e. the letter **T** in Volume XX/**T**). If all the events are in order, the letters should spell out **COOPERATION**.

Questions

As a group, try to answer the following questions. Write down the answers on this handout.

1. Which of the major events that led to the formation of the European Union do you consider the most important? Give reasons for your answer.

2. Why would an independent country be willing to transfer some of its sovereign rights or powers to a supranational community? What rights or powers would this country be more likely to transfer? Give reasons for your answer.

3. Why would an independent country be reluctant to sacrifice some of its sovereign rights or powers? What rights or powers would this country be less likely to sacrifice? Give reasons for your answer.

4. On the back of this handout, write a short paragraph summarizing the disadvantages and advantages of being a member of the European Union.

A Cartoonist's Perspective

Cartoon A

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Cartoon B

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Lesson Three

DECISION-MAKING INSTITUTIONS OF THE EUROPEAN UNION

We cannot realize a European Union on the basis of a United States of America. All our history is against that. We need to build up a Union ... with its own identity ....

Jacques Santer,
President of the European Commission

How are decisions made in the European Union? What is understood by the term supranationality*?*

Introduction

On January 1, 1995, the European Union opened its doors to three new members. As with previous accessions to the European Community, the 1995 enlargement introduced amendments to the Community's treaty bases. For the most part, the amendments that have been introduced concern the institutional framework of the Union and provide for increases in the size of the individual institutions. No major reform of either the institutions or the E.U.'s decision-making process was provided for, despite the acknowledged need for both. This will be the responsibility of the next Inter-Governmental Conference (IGC).

The institutional framework of the European Union is both complex and unique in its assignment of decision-making powers. In order to understand how sovereign states reach decisions by balancing their national interests with those of the Union of which they are members, it is essential to know which institutions are involved in the decision-making process, who is represented in these institutions, and how these institutions work together.

This lesson starts with a brief introduction to the decision-making institutions of the United States. Although the U.S. federative model continues to inspire the European Union in its search for political unity, the differences between the two systems are numerous. For example, the European Union does not operate according to a clear separation of powers, nor are the states comprising the United States sovereign states; the European Union's richest asset is its historical, cultural, political, and linguistic diversity, whereas the United States is a multiethnic but politically unified nation-state.

Students are familiar with the institutional framework of the United States and will be able to recognize the key elements of that system. In a jigsaw activity, they will use their knowledge of the framework of the United States to create their own chart of the decision-making institutions of the European Union.

Objectives

- to gain an understanding of the institutions and processes that guide decision making in the European Union
- to understand the concept of supranationality and national sovereignty
- to recognize the differences and similarities between the institutional frameworks of the European Union and the United States
- to understand the concepts of federation and confederation

Materials

- Butcher paper
- Overhead projector
- Transparency 3A, *Decision-making Institutions of the United States*
- Handout 3A, *Decision-making Institutions of the United States*, one per student
- Handout 3B, *Decision-making Institutions of the United States—Answer Key*, one per student
- Handout 3C, *Decision-making Institutions of the E.U.*, one per group
- Handout 3D, *Decision-making Institutions of the E.U.—Commission*, one per group
- Handout 3E, *Decision-making Institutions of the E.U.—Council*, one per group
- Handout 3F, *Decision-making Institutions of the E.U.—Parliament* , one per group
- Handout 3G, *Decision-making Institutions of the E.U.—Court of Justice*, one per group
- Handout 3H, *Decision-making Institutions of the E.U.—Answer Key*, one per student
- Handout 3I, *Question Sheet*, one per student

Time Suggested teaching time for this lesson: one class period

Key Vocabulary

- unanimity
- majority
- democracy
- institution
- collective interest

Suggested Procedures

1. Before starting with the lesson, give students a brief introduction to some of the key vocabulary as well as an outline of this lesson (decision-making institutions of the United States and of the European Union). Ask students about the decision-making process in some of the communities they are members of. In particular, ask them about decision-making institutions. Reflecting on their experiences in the simulation, how were they able to come up with decisions that helped to solve the group problem and at the same time help themselves individually to complete their square? Was it difficult not being able to communicate? If they were to structure the decision-making process of a community, on what principles would they base the main features of that community?

2. Display Transparency 3A, *Decision-making Institutions of the United States*, or copy the chart onto the chalkboard. Review the decision-making process of the United States by asking the entire class to name the key decision-making institutions of the United States. Ask students how these institutions are put together. What are their key roles? How do they interact with each other? Please note that the introduction to the decision-making institutions of the United States is meant to (re-) introduce students to a familiar system before confronting them with a new and more complex system of decision-making institutions. Rather than going into details, it is important that students recognize the key elements of the decision-making process and how these elements are displayed in a chart.

3. Distribute copies of Handout 3A, *Decision-making Institutions of the United States*, and Handout 3B, *Decision-making Institutions of the United States—Answer Key*, to each student and discuss it with the entire class. Emphasize the difference between a federal state system and a confederation.

4. Tell students they will now create their own chart of the decision-making institutions of the European Union. If students are unfamiliar with the concept of Jigsaw activities, you might want to give them a brief introduction (see Appendix B).

5. Divide the class into Jigsaw groups of four students each. (Extra students can be added to any group. Each group has to have at least four members.) Distribute the following handouts to each group: Handout 3D, *Decision-making Institutions of the E.U.—Commission*; Handout 3E, *Decision-making Institutions of the E.U.—Council*; Handout 3F, *Decision-making Institutions of the E.U.—Parliament*; and Handout 3G, *Decision-making Institutions of the E.U.—Court of Justice*. If you

have more than four members in a group, two members will receive the same text.

6. Distribute a copy of Handout 3C, *Decision-making Institutions of the E.U.*, to each group. Tell the groups that it will be their task to create a graphical chart using Handout 3C as the model.

7. Divide students into expert groups (students with Group I texts together, students with group II texts together, etc.) and give them enough time to discuss their texts and to answer the questions.

8. When all students are ready to share their information, have them regroup in their Jigsaw groups.

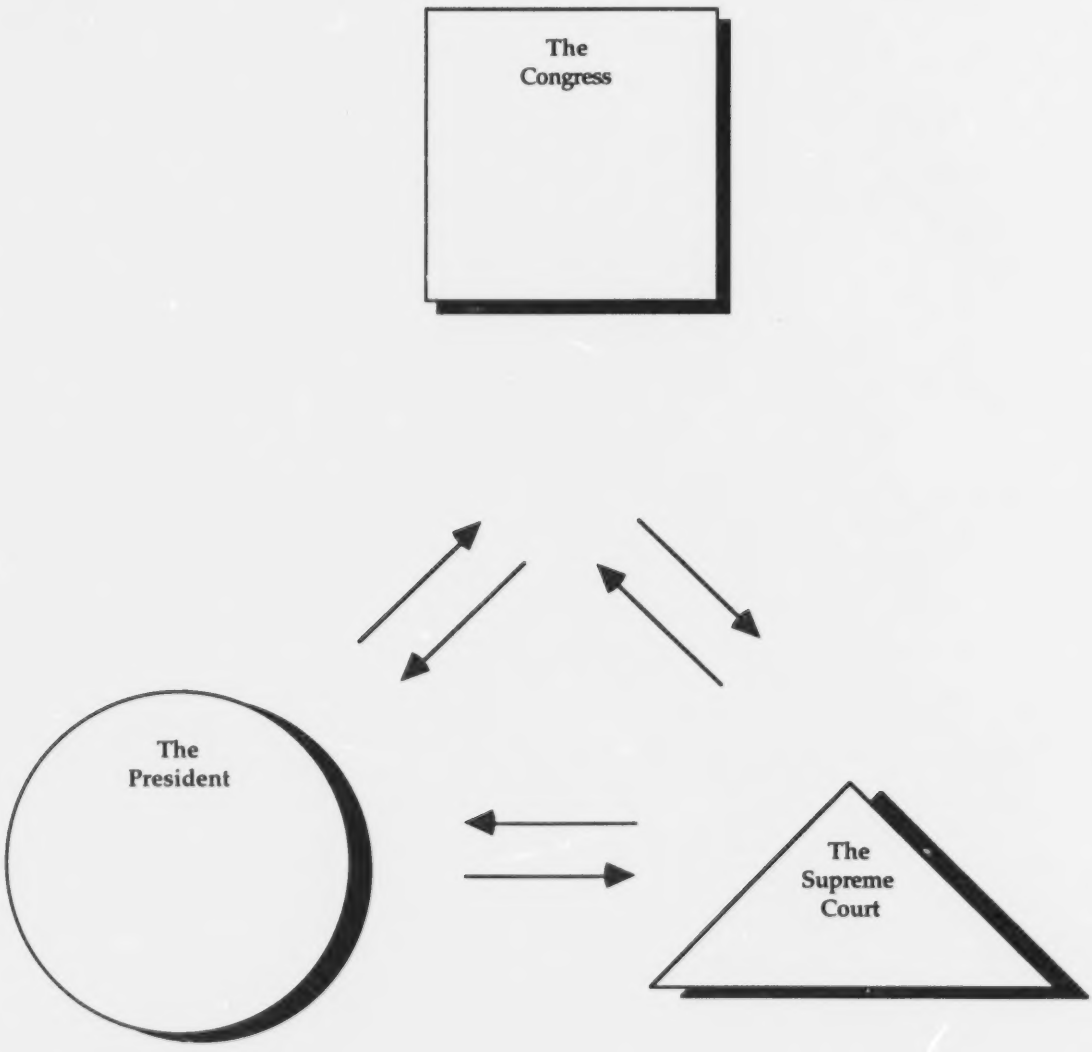
9. Ask the group to choose a facilitator who will be responsible for getting the group going and keeping the members on task. Instruct students to take turns sharing their information, beginning with the student who has the Group I text. Ask them to create their own graphical chart on butcher paper. The chart should show the key decision-making institutions of the European Community, their roles and powers, how they are put together, and how they are related to each other.

10. Ask the facilitator of each group to hang up the group's butcher paper. Have students compare the charts.

11. Distribute a copy of Handout 3H, *Decision-making Institutions of the E.U.—Answer Key*, to each student and answer any questions they might have.

12. Distribute a copy of Handout 3I, *Question Sheet*, to each student. If you have any time left, ask them to answer the questions on Handout 3I and conclude this lesson by debriefing the questions with the entire class. Alternatively, you can have students answer the questions as a homework assignment.

DECISION-MAKING INSTITUTIONS OF THE UNITED STATES



DECISION-MAKING INSTITUTIONS OF THE UNITED STATES[4]

The United States of America is a federal republic founded on a constitution that transfers power from the people to both a *federal* or *central government* and a *state government*. The decision-making process of the United States is based on the following principles:

❒ *Division of Powers:*

The idea of a federal system was to divide powers between the federal or central government and the state governments, thus retaining some independence for the individual states, and yet satisfying the need for a strong central government, representing the interests of all the member states. Certain powers are reserved for the state, such as providing for education; other powers, such as interstate trade and foreign policy, are delegated or transferred to the federal or central government.

❒ *Separation of Powers:*

Just as power is divided between the federal and the state level, power is also divided within these levels. This decision is known as the Separation of Powers. The three major decision-making institutions or branches of the United States Government are:

- the *Congress* (legislative branch), which makes laws;
- the *Supreme Court* (judicial branch), which is the highest U.S. court and interprets laws;
- the *President* (executive branch), which enforces laws.

To ensure that no branch would accumulate too much power, each branch was able to block action of the other branches through the system of *checks and balances*.

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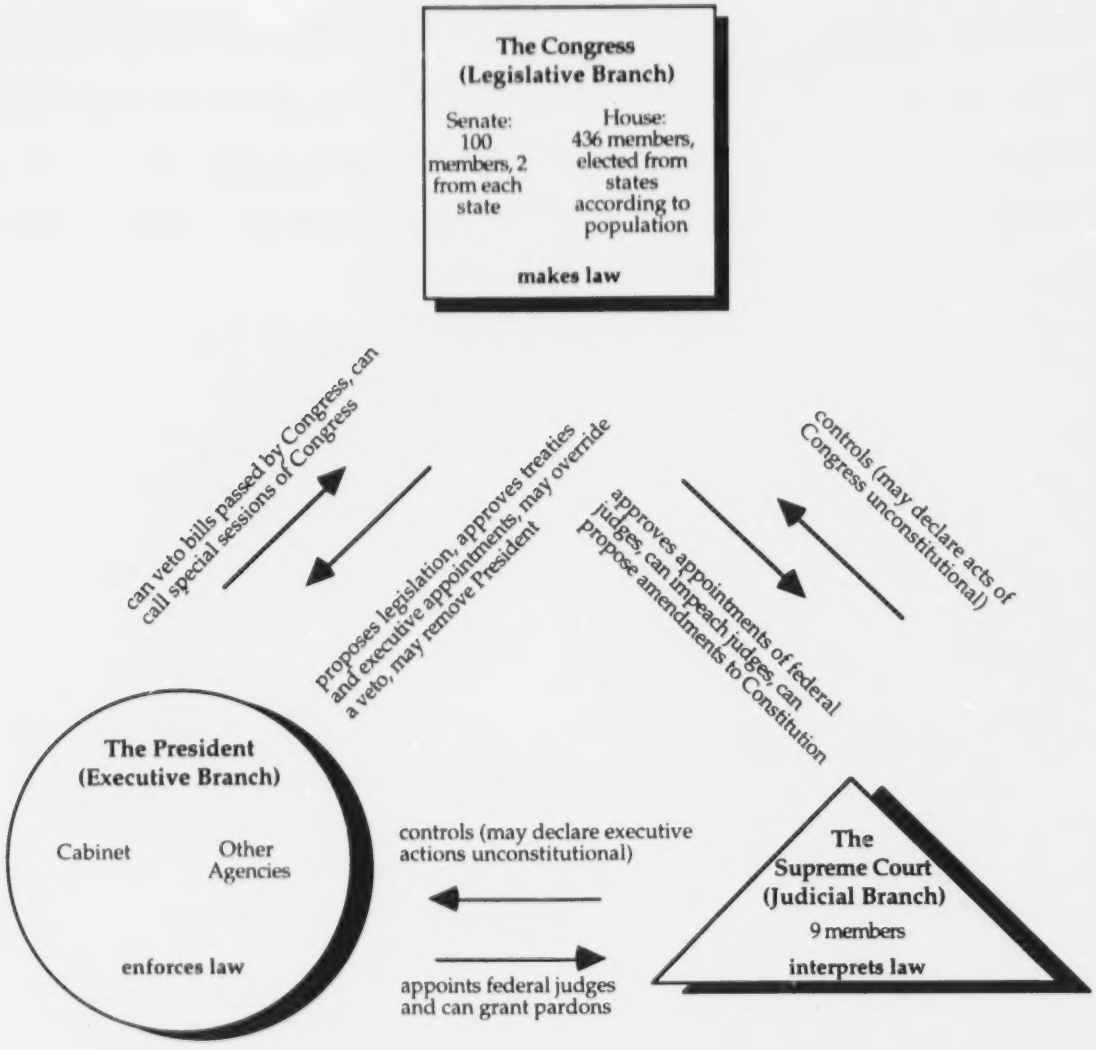
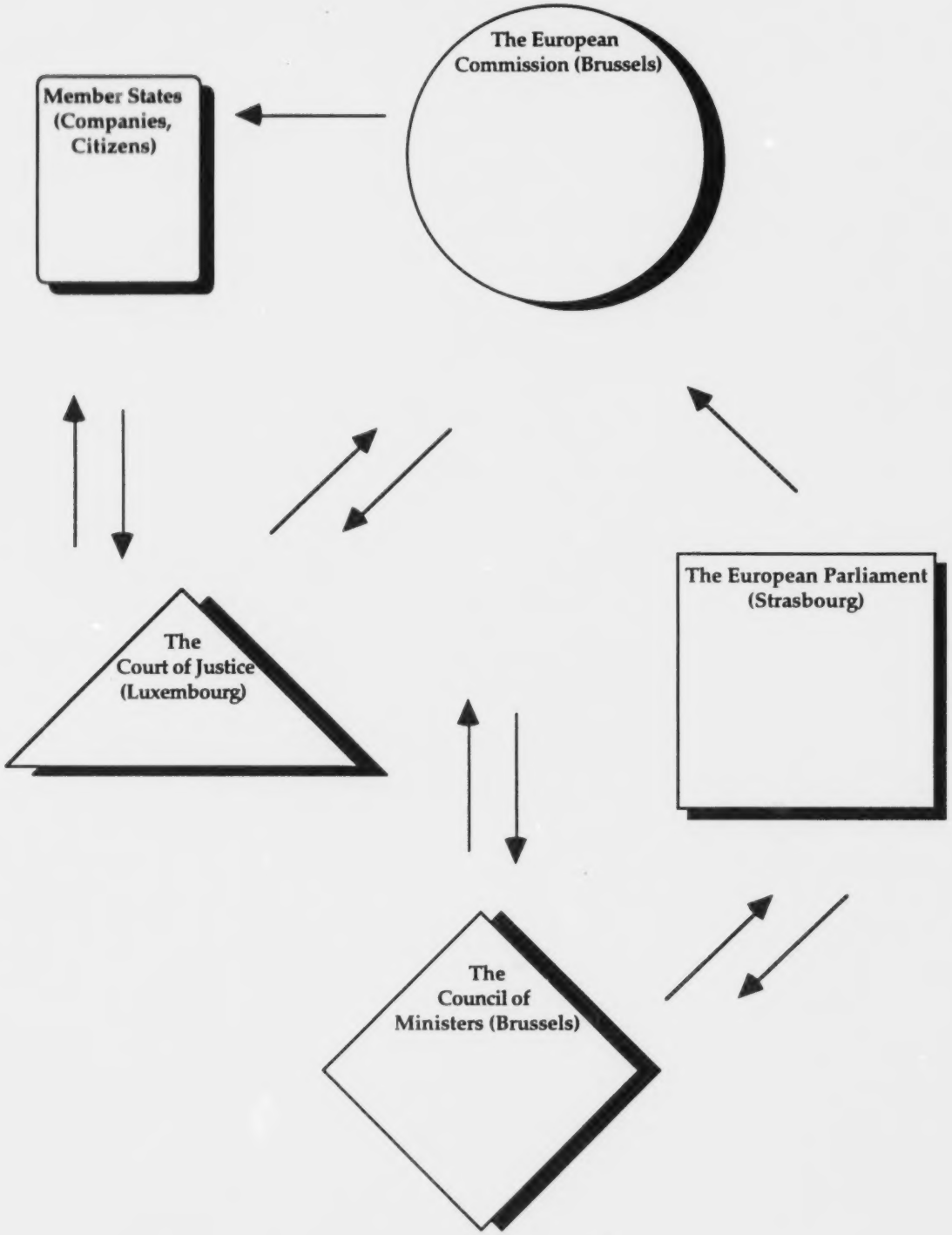
DECISION-MAKING INSTITUTIONS OF THE UNITED STATES—ANSWER KEY


The Congress
(Legislative Branch)
Senate: 100 members, 2 from each state
House: 436 members, elected from states according to population
makes law
can veto bills passed by Congress, can call special sessions of Congress
proposes legislation, approves treaties and executive appointments, may override a veto, may remove President
approves appointments of federal judges, can impeach judges, can propose amendments to Constitution
controls (may declare acts of Congress unconstitutional)
The President
(Executive Branch)
Cabinet
Other Agencies
enforces law
controls (may declare executive actions unconstitutional)
appoints federal judges and can grant pardons
The Supreme Court
(Judicial Branch)
9 members
interprets law

DECISION-MAKING INSTITUTIONS OF THE E.U.


The European Commission (Brussels)
Member States (Companies, Citizens)
The European Parliament (Strasbourg)
The Court of Justice (Luxembourg)
The Council of Ministers (Brussels)

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DECISION-MAKING INSTITUTIONS OF THE E.U.—COMMISSION

Group I.

Meet with your fellow students of the same group, read this text carefully, and discuss the following questions:

1. **What is the role of this institution?**
2. **How is this institution put together?**
3. **What is its relationship to other institutions?**

Remember to take notes. As the expert on this institution, you will have to report back to your original group and assist in designing a chart comprising all four decision-making institutions of the European Union.

The European Union's 15 democratic Member States have agreed to share some of their sovereign rights in order to solve problems collectively and develop policies offering benefits to all. In order for the European Union to be an effective grouping of individual, sovereign nations, it must be able to make decisions in a way that respects each nation's historical, cultural, political, and economic background, and at the same time, emphasize their common heritage and common goals. There are four primary Union institutions:

- The European Commission
- The Council of Ministers of the European Union
- The Court of Justice
- The European Parliament

The purpose of the *European Commission* is to serve the collective interest of the Union, not the interests of its individual Member States. It is the Commission which drives the Union by initiating or proposing all new Union laws to the Council of Ministers. The Commission is then responsible for implementing decisions taken by the Council of Ministers and enforcing legislation derived from them. It is the Commission which draws up the draft of the European Union's annual budget and presents it to the Parliament, which has to agree to the budget before it can be adopted.

The Commission also watches over the correct application of Union rules. It impartially investigates any violation, issues a ruling, and tells the Member State what to do in order to correct its wrongdoing. If the Member State does not comply, the Commission can bring the case before the Court of Justice. The majority of cases before the Court of Justice of the European Union originate in the Commission.

The Commission is made up of 20 Commissioners, two from each of the larger Member States (Germany, France, United Kingdom, Italy, Spain), and one from each of the others. They are nominated by their national governments and appointed by the Council of Ministers to a four-year term. All Commissioners take an oath to uphold the collective interest of the Union, and having been appointed to office, they are independent of the Council and the Member Governments and cannot be removed from office by the Council.

BEST COPY AVAILABLE

DECISION-MAKING INSTITUTIONS OF THE E.U.—COUNCIL

Group II.

Meet with your fellow students of the same group, read this text carefully, and discuss the following questions:

1. **What is the role of this institution?**
2. **How is this institution put together?**
3. **What is its relationship to other institutions?**

Remember to take notes. As the expert on this institution, you will have to report back to your original group and assist in designing a chart comprising all four decision-making institutions of the European Union.

The European Union's 15 democratic Member States have agreed to share some of their sovereign rights in order to solve problems collectively and develop policies offering benefits to all. In order for the European Union to be an effective grouping of individual, sovereign nations, it must be able to make decisions in a way that respects each nation's historical, cultural, political, and economic background, and at the same time, emphasize their common heritage and common goals. There are four primary Union institutions:

- The European Commission
- The Council of Ministers of the European Union
- The Court of Justice
- The European Parliament

The *Council of Ministers* is the final E.U. decision-making body. The Council is composed of ministers from the 15 Member States and is the only E.U. institution that is not free from direct control of the governments of the individual Member State. Ministers have the difficult task of representing and defending the interest of their governments while at the same time making group decisions that promote the interests of the Union. The primary function of the Council of Ministers is to decide or legislate by acting on proposals submitted by the European Commission. Except in certain special circumstances when it can act alone, the Council may act only on proposals received from the Commission. Before the Council can act on a proposal submitted by the Commission, it consults with and requests an opinion from the European Parliament.

The foreign minister of each Member State is usually the country's representative, and other ministers from a country attend Council meetings depending upon the subject matter of the topic under discussion. Economic and finance ministers, for instance, discuss monetary affairs, while agricultural ministers discuss farm prices.

The Council generally makes decisions by majority vote, without requiring unanimity. However, unanimity is still required to make decisions in certain sensitive areas, such as taxation law or when accepting a new Member State. When decisions are made by majority, France, Germany, Italy, and the United Kingdom have ten votes each; Spain has eight votes; Belgium, Greece, the Netherlands, and Portugal each have five votes; Austria and Sweden have four each; Denmark, Ireland, and Finland have three votes each; and Luxembourg has two votes.

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DECISION-MAKING INSTITUTIONS OF THE E.U.—PARLIAMENT

Group III.

Meet with your fellow students of the same group, read this text carefully, and discuss the following questions:

1. **What is the role of this institution?**
2. **How is this institution put together?**
3. **What is its relationship to other institutions?**

Remember to take notes. As the expert on this institution, you will have to report back to your original group and assist in designing a chart comprising all four decision-making institutions of the European Union.

The European Union's 15 democratic Member States have agreed to share some of their sovereign rights in order to solve problems collectively and develop policies offering benefits to all. In order for the European Union to be an effective grouping of individual, sovereign nations, it must be able to make decisions in a way that respects each nation's historical, cultural, political, and economic background, and at the same time, emphasize their common heritage and common goals. There are four primary Union institutions:

- The European Commission
- The Council of Ministers of the European Union
- The Court of Justice
- The European Parliament

The European Parliament
(Strasbourg)

Although the *European Parliament* has less legislative authority than national governments, it is considered an important community-level institution, providing the European Union with democratic legitimacy. Citizens of the European Union elect representatives to both their respective federal governments and to the European Union. The members of the European Parliament are directly elected for five-year terms and form political rather than national groups. (Currently, the largest political group is the Socialist group.) This reinforces the emphasis on integrated Union interests rather than on national interests.

The European Parliament acts in close cooperation with the Council of Ministers and the Commission, which consult with the Parliament on a regular basis. In addition to its role as the Union's public forum—debating important issues—it now enjoys an increased legislative role. It is the only institution that has the power to pass or reject the yearly E.U. budget, submitted to the Parliament by the Commission. The European Commission is directly responsible to the Parliament, which can dismiss the Commission. The main function of the Parliament is to examine legislation proposed by the Commission and state an opinion as to whether the Council of Ministers should adopt or reject it. In a number of areas, the Parliament has the power to amend the Commission's proposals for legislation. The 1992 Treaty on European Union increased the legislative powers of the European Parliament. It introduced a new co-decision procedure in certain important areas, which gives the Parliament the power to adopt regulations and directives on a equal footing with the Council of Ministers.

The European Parliament has 626 members—99 seats for Germany; 87 seats each for France, Italy, and the United Kingdom; 64 for Spain; 31 for the Netherlands; 25 each for Belgium, Greece, and Portugal; 22 for Sweden; 21 for Austria; 16 each for Denmark and Finland ; 15 for Ireland; and 6 for Luxembourg.

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DECISION-MAKING INSTITUTIONS OF THE E.U.— COURT OF JUSTICE

Group IV.

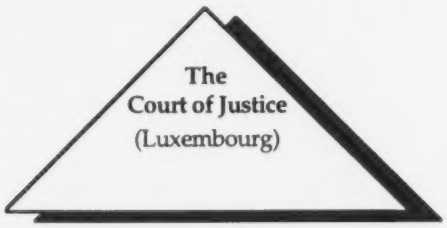
Meet with your fellow students of the same group, read this text carefully and discuss the following questions:

1. **What is the role of this institution?**
2. **How is this institution put together?**
3. **What is its relationship to other institutions?**

Remember to take notes. As the expert on this institution, you will have to report back to your original group and assist in designing a chart comprising all four decision-making institutions of the European Union.

The European Union's 15 democratic Member States have agreed to share some of their sovereign rights in order to solve problems collectively and develop policies offering benefits to all. In order for the European Union to be an effective grouping of individual, sovereign nations, it must be able to make decisions in a way that respects each nation's historical, cultural, political, and economic background, and at the same time, emphasize their common heritage and common goals. There are four primary Union institutions:

- The European Commission
- The Council of Ministers of the European Union
- The Court of Justice
- The European Parliament



Several types of cases can be brought before the Court of Justice. Some cases are initiated by the Commission. For example, if the Commission accuses a Member State government of violating one of the treaties, the case is brought before the Court. Other types of cases are initiated by the governments of Member States, for instance, when a Member State government believes that a decision made by the Commission or an action by an individual is unfair. The decisions, reached by the majority of the judges, are final and cannot be appealed. European Union law, created by the Court of Justice, is supreme over the national law of the Member States.

The Court of Justice of the European Union has 15 judges. Nine advocates general assist the judges by reviewing the cases and stating an opinion about them. Both groups are appointed for six years by mutual consent of the Member States.

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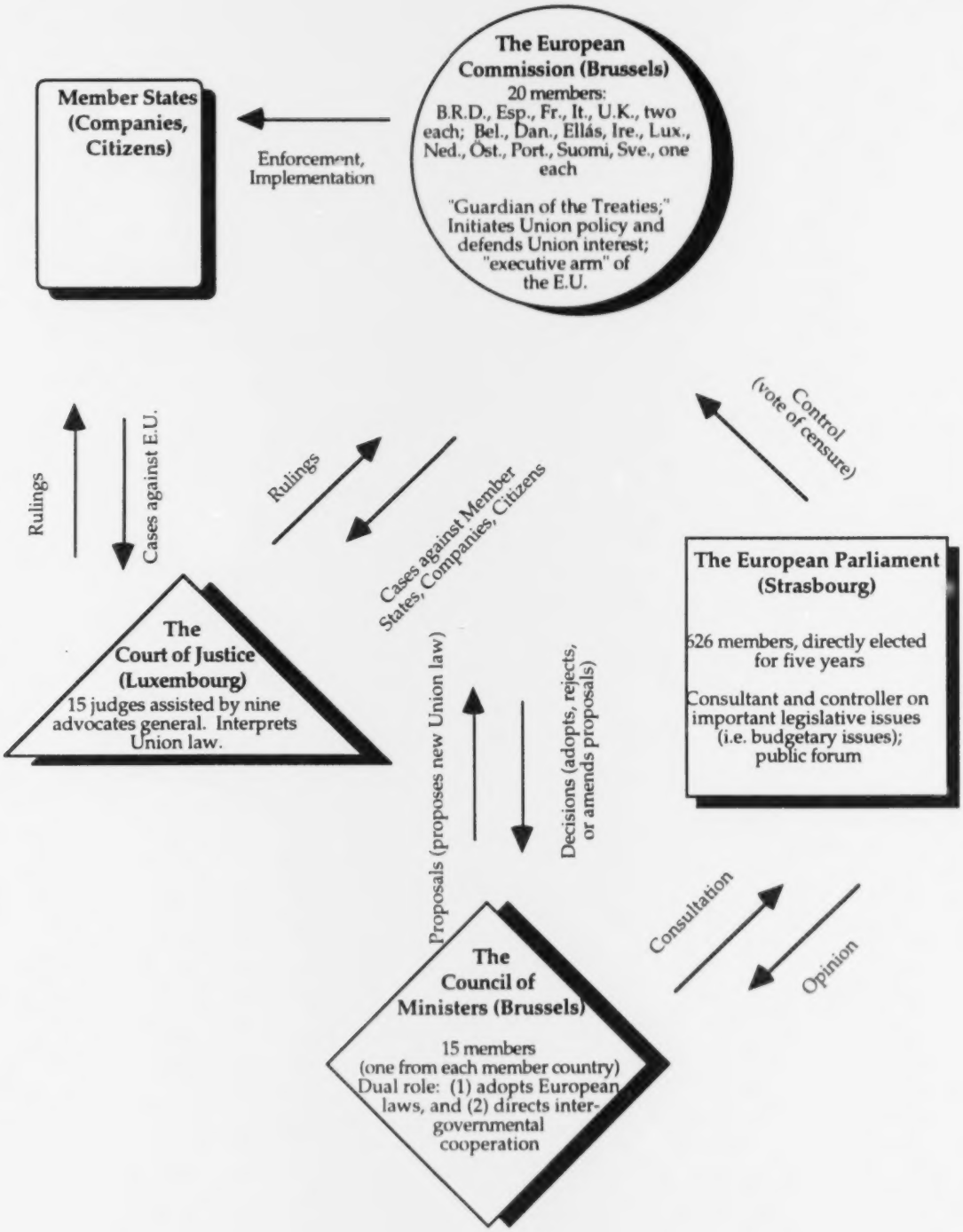
DECISION-MAKING INSTITUTIONS OF THE E.U.—ANSWER KEY


Member States (Companies, Citizens)
Enforcement, Implementation
The European Commission (Brussels)
20 members: B.R.D., Esp., Fr., It., U.K., two each; Bel., Dan., Ellás, Ire., Lux., Ned., Öst., Port., Suomi, Sve., one each
"Guardian of the Treaties;" Initiates Union policy and defends Union interest; "executive arm" of the E.U.
Rulings
Cases against E.U.
Rulings
Cases against Member States, Companies, Citizens
Control (vote of censure)
The Court of Justice (Luxembourg)
15 judges assisted by nine advocates general. Interprets Union law.
The European Parliament (Strasbourg)
626 members, directly elected for five years
Consultant and controller on important legislative issues (i.e. budgetary issues); public forum
Proposals (proposes new Union law)
Decisions (adopts, rejects, or amends proposals)
Consultation
Opinion
The Council of Ministers (Brussels)
15 members (one from each member country)
Dual role: (1) adopts European laws, and (2) directs inter-governmental cooperation

QUESTION SHEET

As a group, try to answer the following questions. Each student should write down the answers on her/his handout.

1. What is the significance of the Members of the European Parliament forming political rather than national groups?

2. Which of the four decision-making institutions of the European Union is the most powerful? Give reasons for your answer.

3. The Council of Ministers, which is composed of the ministers from the 15 Member States, usually makes decisions by majority vote. With certain decisions, however, unanimity is still required. What are the advantages and disadvantages of making decisions by majority vote compared to unanimity?

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Lesson Four

COOPERATION AROUND ENVIRONMENTAL ISSUES

We must make greater appeal to the sense of responsibility of consumers, of business, and of public authorities to bear in mind environmental implications in whatever they do.

Carlo Ripa di Meana,
Member of the European Commission

How does the European Union balance the national interest of its Member States and the interests of the Union?

Introduction

In this lesson, students will explore the issue of pollution from automobile emissions in the European Union and will role-play the decision-making process of the Council of Ministers. This experience should help students experience firsthand the challenges of balancing interests of the E.U. as a whole with those of the individual Member States.

The extreme increase in urban, industrial and agricultural growth during the past three to four decades is taking its toll on human health and the natural environment in the form of pollution. Pollution knows no borders, and the tendency for separate but adjacent countries to force pollution on their neighbors is a particularly acute and sensitive problem in Europe with its close geographical cohesion and its high population density. Since the Union is in a position to take a broader view of environmental problems, it can come up with much more effective and far-reaching cross-border solutions.

The Treaties of Rome gave the Union the task of improving the living and working conditions of its habitants and of ensuring a balanced development of economic activity. In the early 1970s, with the foundation of a common policy on the environment, the heads of state of Western European countries acknowledged that national frameworks had not been sufficient.

Pollution created by automobile emissions is one of the many environmental concerns of the European Union. While the United States and Japan have had strict automobile emissions standards for a long time, the individual Member States of the European Union have found it extremely difficult to arrive at a compromise and to create such policies.

Objectives

- to understand how actions of one Member State can have an effect on the entire Union
- to become aware of the types of issues relevant to Member States when they consider E.U. legislation
- to further appreciate the balance Member States must achieve between their national interests and those of the Union
- to understand the need for closer cooperation and harmonization among individual Member States in regards to a common problem

Materials

- Handout 4A, *A Cartoonist's Perspective*, one per pair
- Handout 4B, *Automobile Emissions in the E.U.—Issue Briefing*, one per student
- Transparency 4A, *Local Names of the Member States of the European Union*
- Handout 4C-4Q, *Data Cards*, one set per group of 15 students
- Handout 4R, *Member States Identification Badges*, one set per group of 15 students
- Handout 4S, *Press Badges*, one set
- Handout 4T, *Press Questions*, one copy per reporter
- Straight Pins
- Overhead Projector

Time

Suggested time for this lesson: one class period

Before class, you need to prepare the following handouts: Handouts 4C-4Q, *Data Cards*; Handout 4R, *Member States Identification Badges*; and Handout 4S, *Press Badges*. You need to assemble one complete set of Handouts 4C-4Q per group of 15 students. You need to cut and assemble one complete set of Handout 4R per group of 15 students, and one set of Handout 4D.

Suggested Procedures

1. Divide students into pairs and distribute one copy of Handout 4A, *A Cartoonist's Perspective*, to each pair.
2. Have student pairs generate a series of questions (approximately 5-15) that are based on the political cartoons (see also Lesson Two for

further instructions on how to use political cartoons as a stimulus for developing students' analytical and writing skills).

3. When the student pairs have considered all of the possible questions, have them suggest answers to the questions. Let the students report their findings to the rest of the class and discuss the answers. Write the questions and the answers on the chalkboard.

4. Display Transparency 4A. Ask students to pronounce the name of each country. Have a volunteer find each country on a map or globe.

5. Distribute one copy of Handout 4B, *Automobile Emissions in the E.U.—Issue Briefing*, to each student. Allow students time to read Handout 4B and to answer the questions. When students are finished, discuss their answers with the whole class.

6 Explain to the students that they will act as the Council of Ministers in order to decide on a single law regulating automobile emissions that will apply to all Member States. They will use the information in Handout 4B, *Automobile Emissions in the E.U.—Issue Briefing*, and the information on the *Data Cards*.

7. Divide students into groups of fifteen. These groups will represent two or three simulated Councils of Ministers. *(Remind the students that in reality there is only one Council of Ministers, but they might be role-playing more than just one council in order to give everyone an opportunity to participate.)*

8. Assign remaining students to the role of reporter from different Member State newspapers. If you have more than one Council of Ministers, divide the reporters among each of the Councils of Ministers. The reporters will take notes in order to report to the class on the proceedings.

9. Distribute one set of Handouts 4C-4Q, *Data Cards*, to each group of ministers. Assign each student the role of a Member State minister.

10. Assign the role of Council president/facilitator to the Italian minister. As Council president, this student is responsible for keeping track of time and ensuring that the debate proceeds in an orderly fashion. Remind students that the presidency of the Council passes to each Member State in turn for a period of six months.

11. Distribute an *Identification Badge* from Handout 4R to each student who is representing a minister and a *Press Badge* from Handout 4S to each reporter. Provide students with straight pins with which they can attach the badges to their shirts.

12. Distribute Handout 4T, *Press Questions*, to each reporter. The reporters should answer the questions on Handout 4T, based on the Council's negotiations. They will be responsible for reporting this information to the rest of the class.

13. Explain to the ministers that they are charged with arriving at a decision regarding automobile emissions that will apply to the entire European Union. Remind students of the role of the Council of Ministers in the decision-making process of the European Union (see previous lesson).

14. Tell the ministers to use the information from the *Issue Briefing* and the *Data Cards* to form their opinions on the proposed legislation. In many cases, the information does not explicitly state the views of the Member States. For this reason, it is important for the students to listen to the arguments being presented and decide for themselves.

15. The simulation process begins with a brief period for the students to read over the information. This period should be monitored by the Council president.

16. Tell the students that they have ten minutes to debate the issue and reach a decision, based on a qualified majority vote. Again, reiterate that it is the responsibility of the Italian minister to keep track of time and facilitate the debate.

17. During the debate, the reporters must take notes in order to: 1) answer the questions on Handout 4T, *Press Questions*, and 2) report to the class the decision made by the Council of Ministers that they are covering for their respective newspapers.

Debriefing

1. Ask the students a few questions in order to elicit their general reactions to the role play. Give them an opportunity to tell you which parts of the exercise gave them problems, and which parts were particularly enjoyable. It will be helpful for them to be able to share reactions. It will also be helpful to you in planning to use this lesson with future classes. You might want to ask some of the following questions:

    - How did you feel during the simulation and how are you feeling afterward (both as members of the group in which you participated and as an individual)?
    - What were your feelings towards the members in your group? Did you have a feeling of unity or of being part of a community?
    - How did you feel when other members of your group dominated the discussion or weren't willing to listen to your arguments? Did certain members make concessions?
    - Was it difficult for you to accept the group decision? If so, why?
    - How did the situation relate to your own values and your subsequent actions or positions during the simulation?
    - Do you see any analogies between the simulation and real life situations? How was the simulation the same/different?

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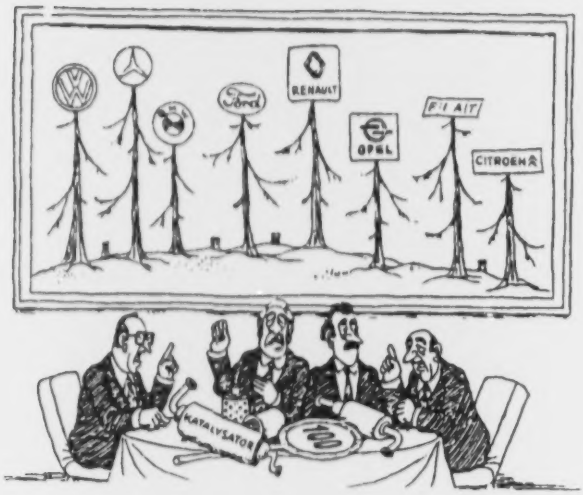
2. As the next stage of debriefing, ask the reporters how they felt during the simulation. How did they feel as observers?

3. Ask the reporters from one Council of Ministers to give a brief report to the class on the Council's debate. Each reporter should answer one of the questions from Handout 4T, *Press Questions*.

4. Repeat this process with reporters from the other Council of Ministers.

A Cartoonist's Perspective

Cartoon A



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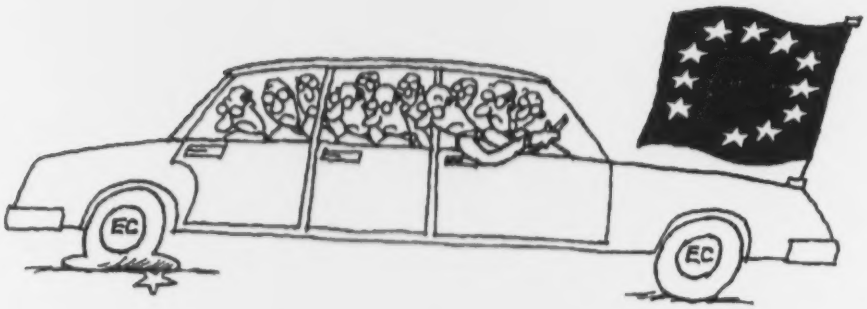
Cartoon B



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AUTOMOBILE EMISSIONS IN THE E.U.—ISSUE BRIEFING[5] (1 of 2)

Background

The 15 Member States of the European Union, with a combined population of 370.4 million people (compared with the United States' 250 million) occupy 911,000 square miles (compared with the United States' 3,600,000 square miles). In this geographically small community, the action of each Member State will have an immediate effect on neighboring countries, or, more importantly, on Europe as a whole.

Pollution knows no borders, and over the years, air, water, and land pollution have become a serious concern for European nations, just as they have for the United States. Masses of polluted air and toxic waste circulate throughout Europe; many lakes and watercourses shared by several states are polluted, and the damage to European forests is severe in countries such as Germany. Public awareness of environmental damage is rising, especially in those countries where the damage is most visible. To cope with the threats to human health and to the natural environment caused by the unprecedented urban, industrial, and agricultural development over the past four decades, the leaders of the European Union signed the Single European Act in 1986. This act acknowledges the need for a common policy on the environment, and puts a substantial portion of the environment policy of Europe under the authority of the Union. The implementation of the Maastricht Treaty, with its provisions dealing with environmental policy, demonstrates the continued desire of the Union to cooperate on issues concerning the environment.

In addition to the need for closer cooperation in order to protect the environment of Europe more effectively, the European Union also needs to harmonize separate national standards. To have fifteen individual environmental policies within the Union could increase the variances in the quality of living and working standards for citizens of these states. Differing national standards could also prevent the free movement of goods among member countries, while the inequality of costs for businesses could distort competition.

Therefore, in order to protect the environment of Europe and to improve the living conditions of its inhabitants, as well as to ensure a balanced development of economic activity throughout the Union, the 15 Member States need to cooperate closely with each other and harmonize their differing national standards.

Automobile Emissions

Air pollution created by automobile emissions is one of the most pressing environmental issues within the European Union. Tests conducted in large cities in the late 1970s showed that lead, an additive to gasoline, has negative effects on the nervous system. Several Member States, particularly the more prosperous ones, encouraged motorists through financial incentives to use unleaded gasoline. In March 1985, the Environmental Ministers of the Member States of the European Union agreed on the compulsory introduction of unleaded gasoline.

AUTOMOBILE EMISSIONS IN THE E.U.—ISSUE BRIEFING (2 of 2)

However, the use of unleaded gasoline caused an increase in the levels of carbon monoxide and hydrocarbons. Both substances are dangerous toxins that are believed to be the cause of Europe's dying forests and the greenhouse effect, a climatic change that leads to global warming. In 1988, the Commission of the European Union sent a proposal to the Council of Ministers, asking them to pass legislation that would place a limit on the levels of these toxins throughout Europe. The proposed standards were equivalent to those in effect in the United States and Japan, and would go into effect for all vehicles, including small-engined vehicles, by 1996. In order to reduce the levels of these toxins, car makers would be forced to install a mechanism called a catalytic converter. Experts estimated that this would add an extra $500 to $800 to the production costs of a car.

The Debate

A central group of Member States strongly supports the proposal for both economic and ecological reasons. In most of these countries, the automobile manufacturing industry plays an important role. Differing national standards make it more difficult for certain automobile manufacturers to sell their cars across Member State borders. For example, in 1989 the French company Renault had to introduce a new car with 14 different engines to meet the various emissions standards in the countries where it sells its cars.

Opposition to the proposal comes from two sides. Some Member States believe the measures were not strong enough. Generally, these are countries that have witnessed the harsh effects of air pollution, and where political pressure from environmental interest groups such as the "Green Party" has become a driving political force. These states fear that Union regulations will cap their ability to raise standards, preventing expansion of environmental protection in their nations. However, other Member States oppose the proposal because they feel it is too extreme. They argue that it would be very difficult for their automobile manufacturing industries to absorb the higher costs caused by developing and installing catalytic converters. Their automobile manufacturing industries would thus lose their competitive advantage. This would be true in particular for manufacturers of small and medium-sized cars, because the additional costs would amount to a much higher proportion. Additional factors contributed to the complexity of these discussions:

- Geographic location—some Member States are surrounded by two or three other Member States, while others are located more at the edge of the Union— and wind currents and natural barriers such as mountain ranges have a direct influence on the air quality.
- In countries with a lower per capita income the introduction of more expensive "clean" cars is much more difficult.

Questions:

1. **What did the Commission proposal to the Council of Ministers call for? Why did some of the Member States of the Union see a need for this legislation?**
2. **In order to pass this legislation, the Council of Ministers, representing the differing interests of the Member States, has to act unanimously. Are the Member States likely to compromise on this issue? Why or why not?**

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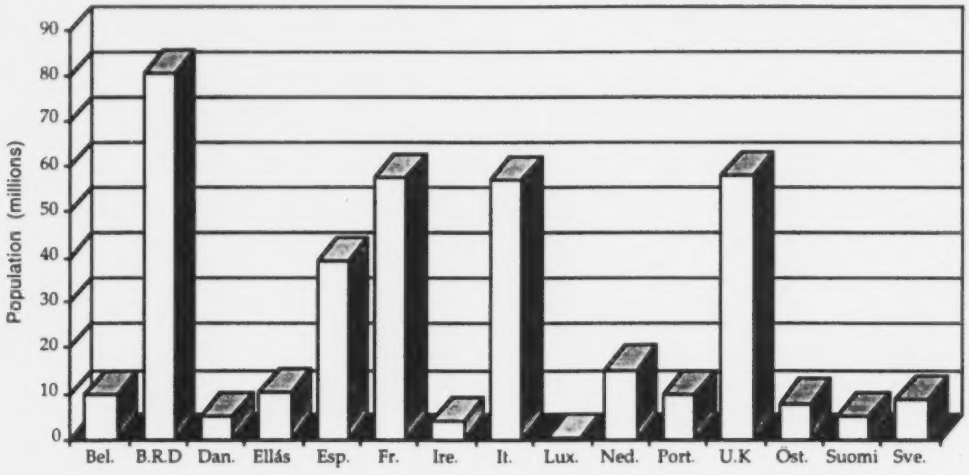
LOCAL NAMES OF THE MEMBER STATES OF THE EUROPEAN UNION

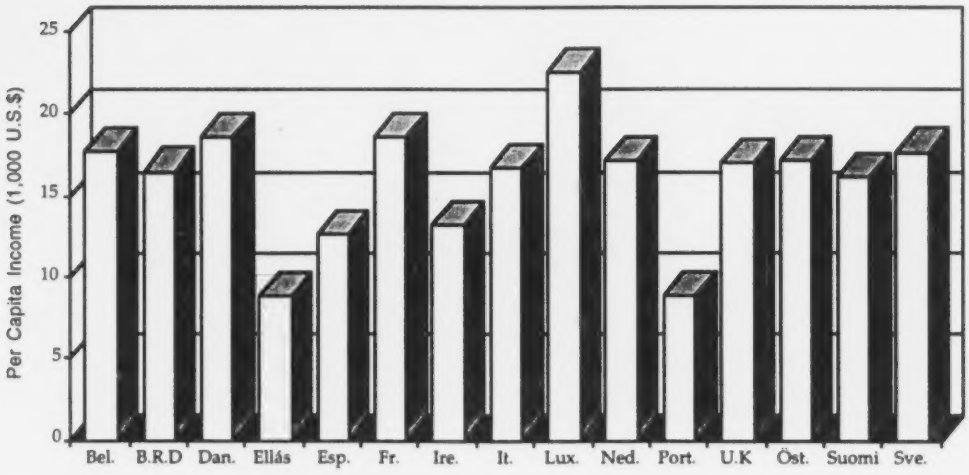
Abbreviations	Local Name	English
B.R.D.	Bundesrepublik Deutschland	Germany
Bel.	Belgique/België	Belgium
Dan.	Danmark	Denmark
Ellás	Ellás/ΕΛΛΑΣ	Greece
Esp.	España	Spain
Fr.	France	France
Ire.	Ireland	Ireland
It.	Italia	Italy
Lux.	Luxembourg	Luxembourg
Ned.	Nederland	Netherlands
Öst.	Österreich	Austria
Port.	Portugal	Portugal
Suomi	Suomi/Finland	Finland
Sve.	Sverige	Sweden
U.K.	United Kingdom	United Kingdom

BELGIQUE/BELGIË (BEL.)[6]

Belgium is about the size of Maryland. Its capital is Brussels (950,339), also considered the "Capital of Europe." Belgium has one of the highest population density figures in the world.

Belgium is the seventh largest automobile manufacturer in the Union, but does not have its own traditional automobile manufacturing industry or strong automobile manufacturing lobby. Sensitivity to environmental problems has only developed recently, but traditionally, Belgium has seen itself in the center of the Union, both politically and geographically, and has almost always supported Union initiatives.

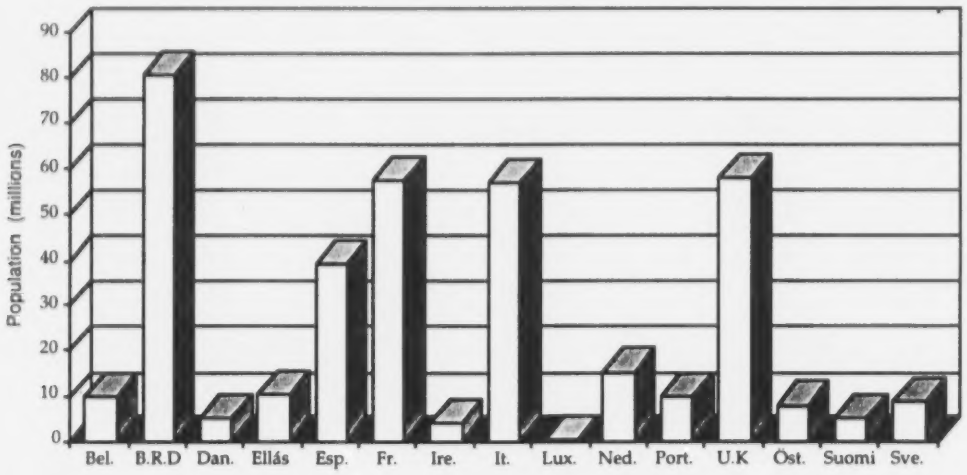


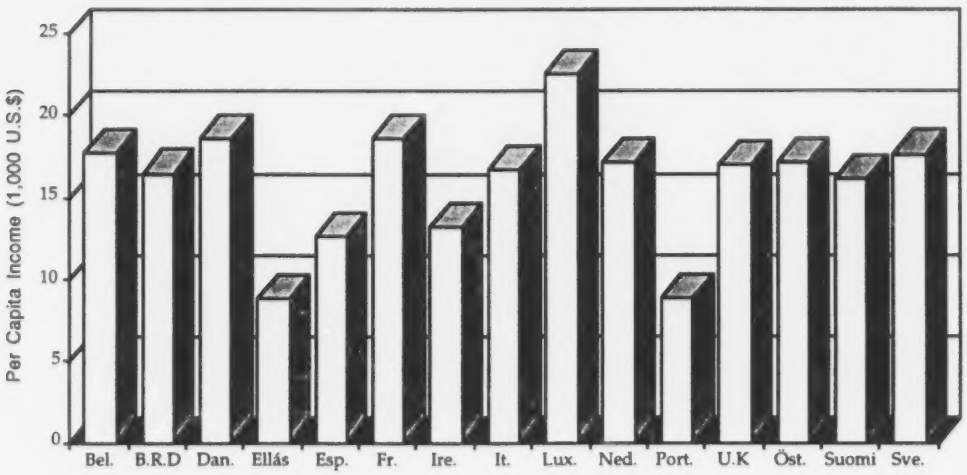


DANMARK (DAN.)

Denmark is about the size of Vermont and New Hampshire combined. Its capital is Copenhagen (1.2 million). Denmark is exposed to westerly winds from the United Kingdom.

Denmark is not a significant automobile manufacturer in the E.U. In the late 1970s and early 1980s, Denmark was the first European country that experienced some immediate effects of air pollution, in particular, acid rain. In 1989, the Danish government voted to require cars to meet emissions standards similar to those in the United States. It was the first E.U. Member State to do so, and the Danish Environment Minister was prepared to introduce higher standards even if the Union decided not to accept the Commission proposal.

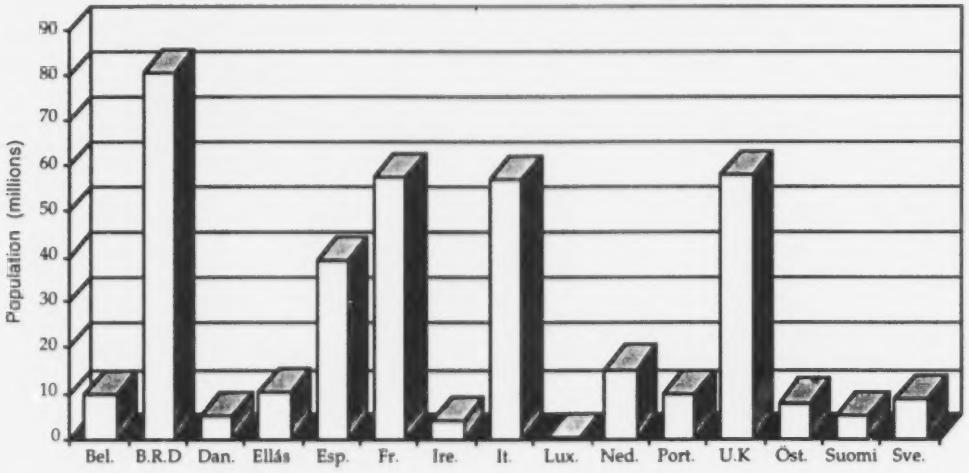


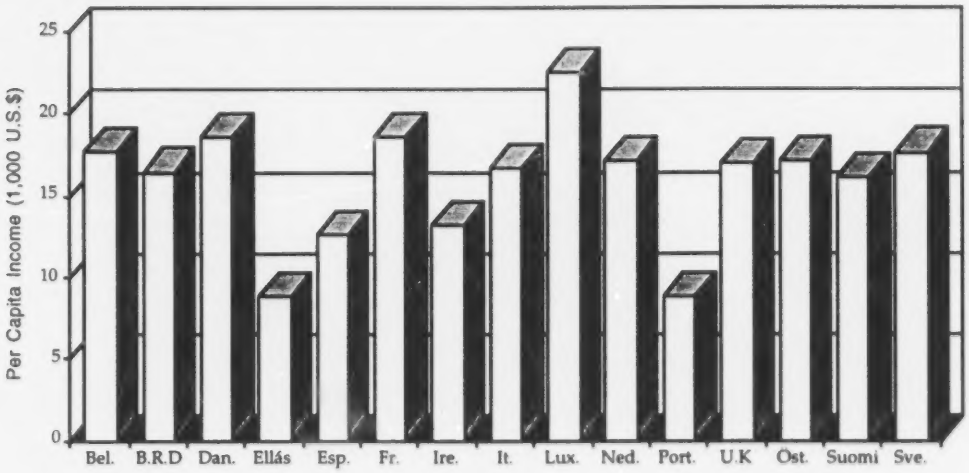


DEUTSCHLAND (B.R.D.)

United Germany is a little smaller than California. Its capital is Berlin (3 million). Heavy pollution in the former G.D.R. (East Germany) has raised environmental awareness among Germans.

The Federal Republic of Germany is the largest automobile manufacturer in the E.U. The automobile industry is one of the backbones of the German economy, and it exports half of the cars it manufactures to other European countries. A high proportion of Germany's automobile production consists of large luxury cars. There is heavily wooded country in Germany, and the Germans are very concerned about the damage to their forests. The Green Party and other environmental groups put a lot of pressure on the government, which agreed to offer tax cuts for people who buy 'clean' cars.





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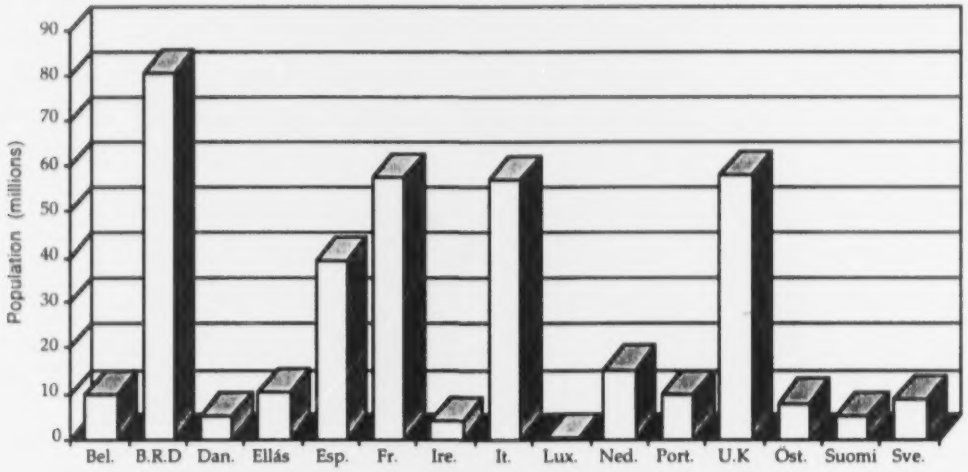
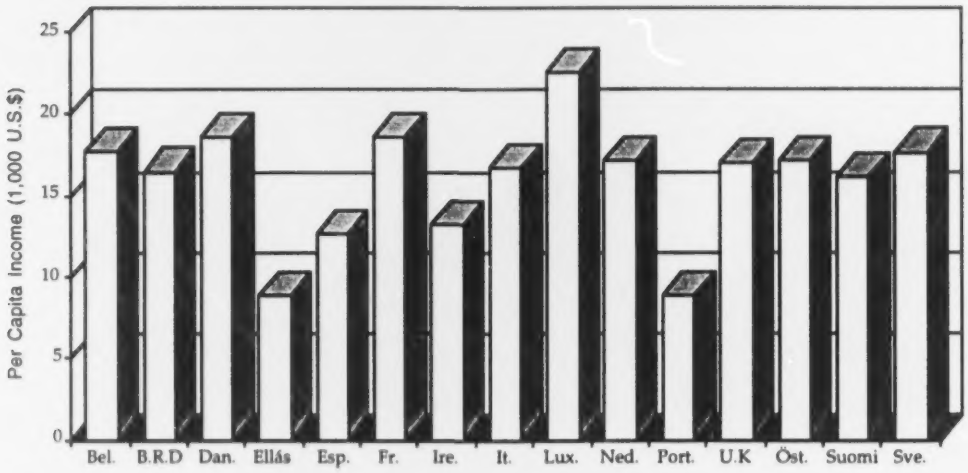
ELLÁS/ΕΛΛΑΣ (ELLÁS)

Greece is a little smaller than South Carolina and is the most eastern Member State of the E.U. Greece is surrounded by sea. Its capital is Athens (2.6 million).

Greece is not a significant automobile manufacturer in the Union. Agriculture still plays a key role in the Greek economy, with 75 percent of its land used for agriculture. Environmental damage caused by air pollution is not widespread, except in its capital, Athens, and in Salonika, Greece's second largest city. The Greek Environment Minister would like to see higher emissions standards in order to cope with the air conditions in the two largest cities. However, his government is not able to justify such a decision to its voters.

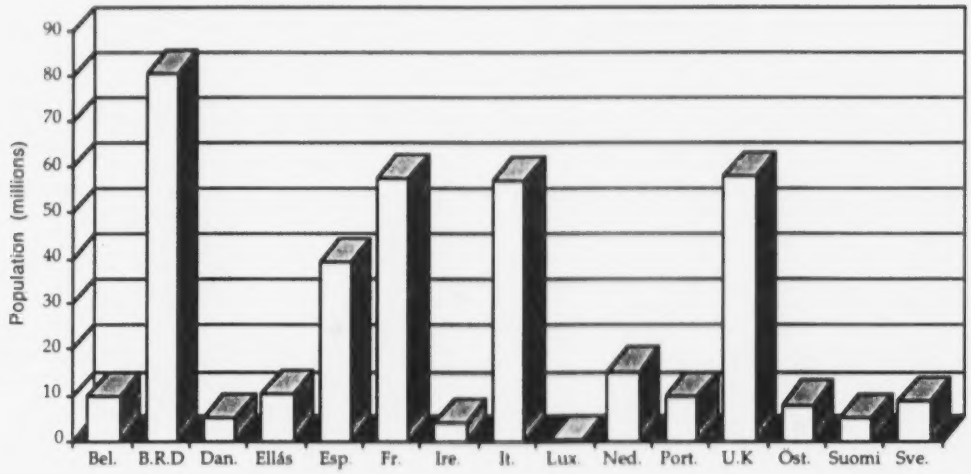


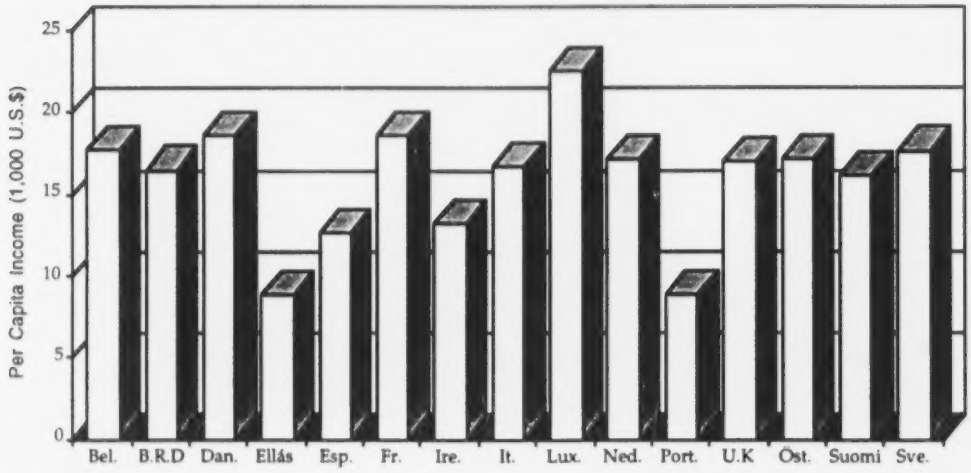


España (Esp.)

Spain is slightly larger than California. The capital is Madrid (3.2 million). Barcelona is the second largest city.

In the past 30 years, Spain has worked hard to industrialize and modernize its economy. It has recently become the third largest automobile manufacturer in the E.U., surpassing Italy. The car industry, still new and vulnerable, is now an important part of the Spanish economy, and small and medium-sized cars are its major export, with the European Union its most important customer. Spain's concern is to catch and keep up with the other Member States of the E.U. As Spain's economy has moved rapidly toward industrialization, its environment has been neglected. Over 40 different species are known to be threatened in Spain, and public awareness is rising.





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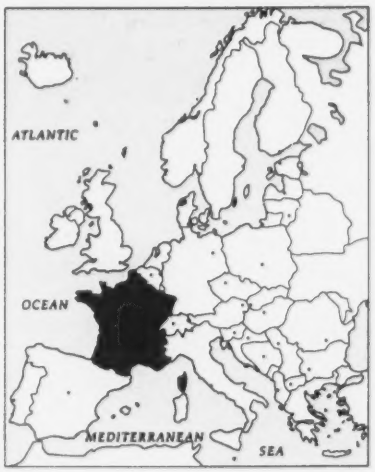
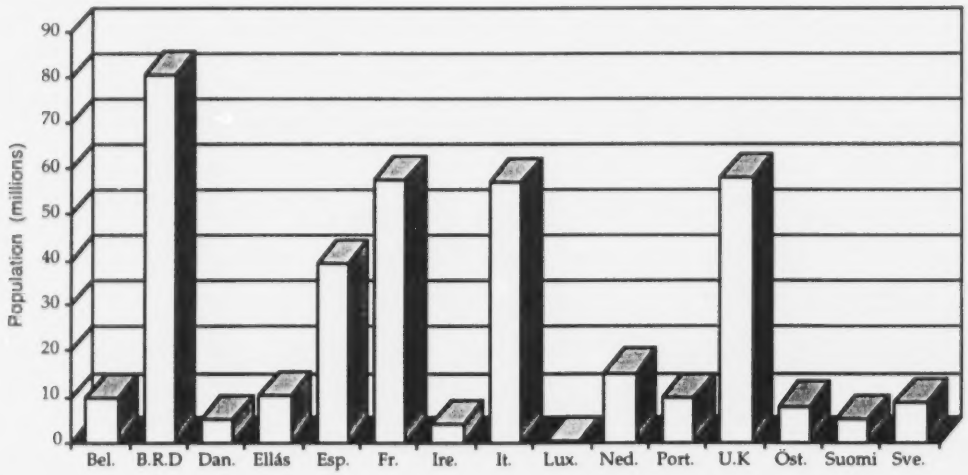
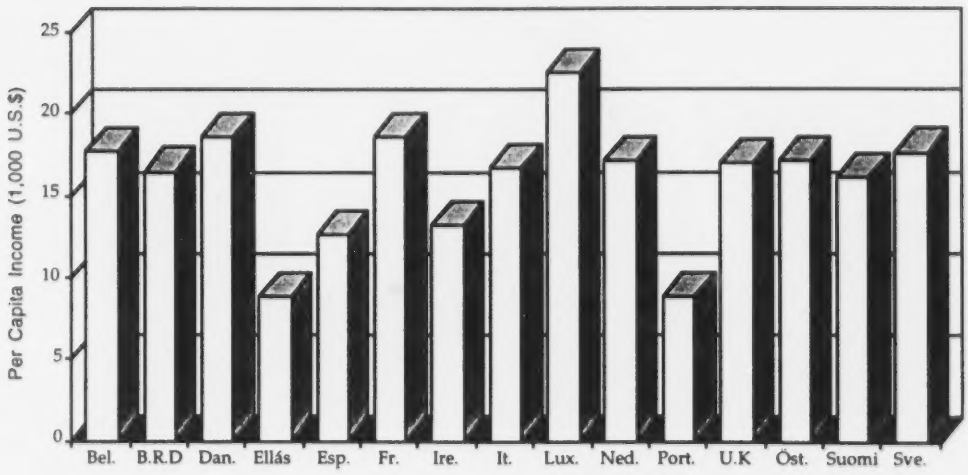
FRANCE (FR.)



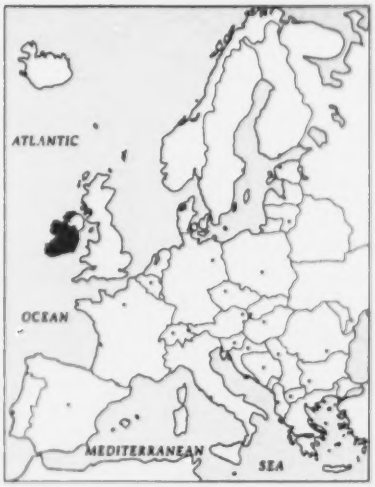
France, Western Europe's largest nation, is a little smaller than Texas and is a great industrial power as well as the largest agricultural country in the E.U. Its capital is Paris (2.2 million).

France is the second largest automobile manufacturer in the E.U., and ranks second in car exports to other European countries. Although woodland covers 27 percent of the country, the damage to its forests is not as noticeable as in Germany, France's neighbor. Until recently, France expressed relative indifference toward pollution caused by automobile emissions. A former French Environment Minister questioned the wisdom of reducing emissions by using catalytic converters because they produce carbon dioxide and contribute to global warming.



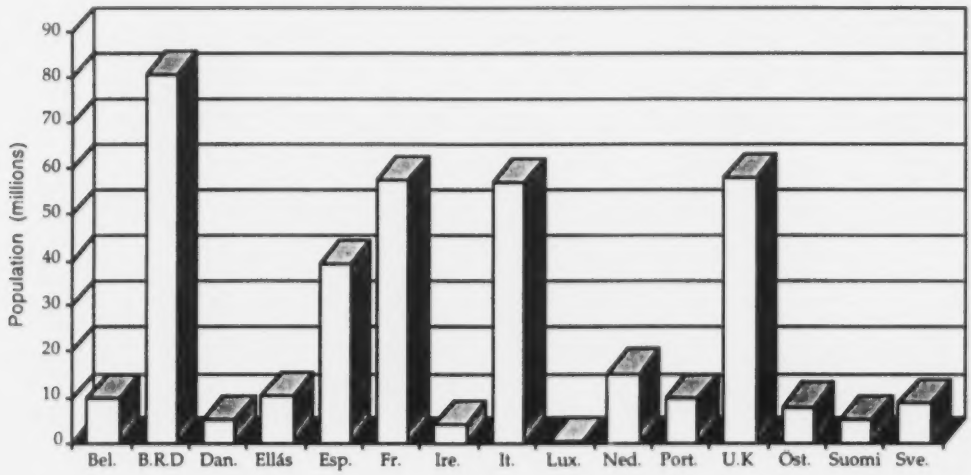


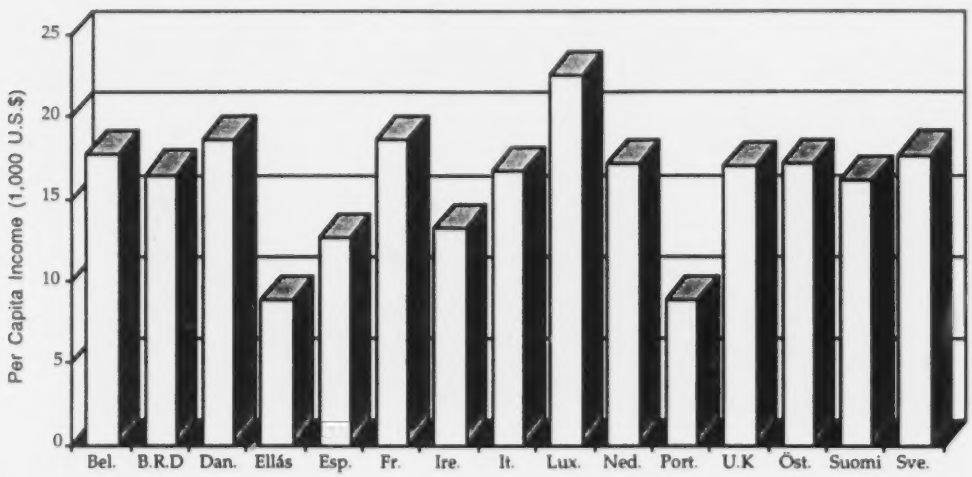
IRELAND (IRE.)



Ireland is about the size of West Virginia. Its two official languages are Irish (Gaelic, a Celtic language) and English. The capital is Dublin (500,000).

Ireland is not a significant automobile manufacturer in the E.U., and over 40 percent of the cars bought in Ireland are imported from Japan. In a recent opinion poll, 64 percent of the Irish people said they believed that the European Union should work closer together to protect the environment. A healthy environment and quality of life is very important to the Irish, who also refer to their country as the "Green Island." Air pollution caused by automobile emissions is not yet dramatic on this island.





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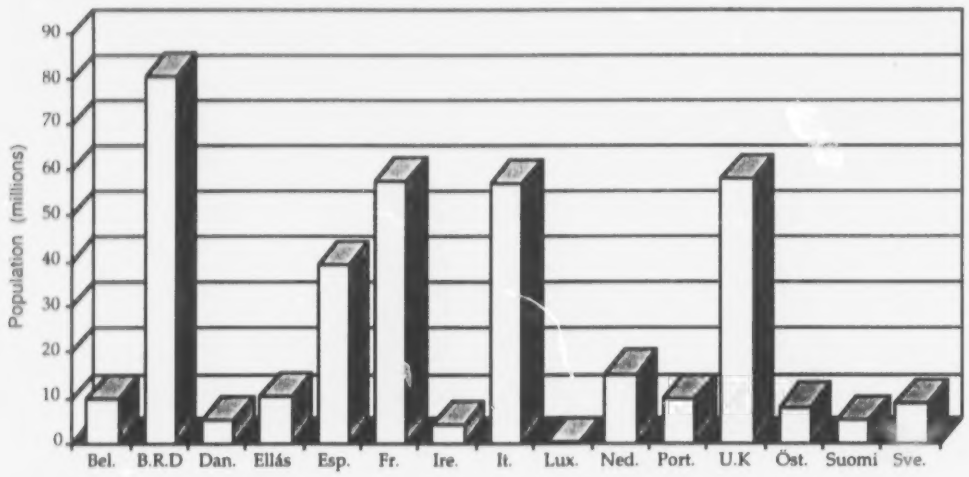
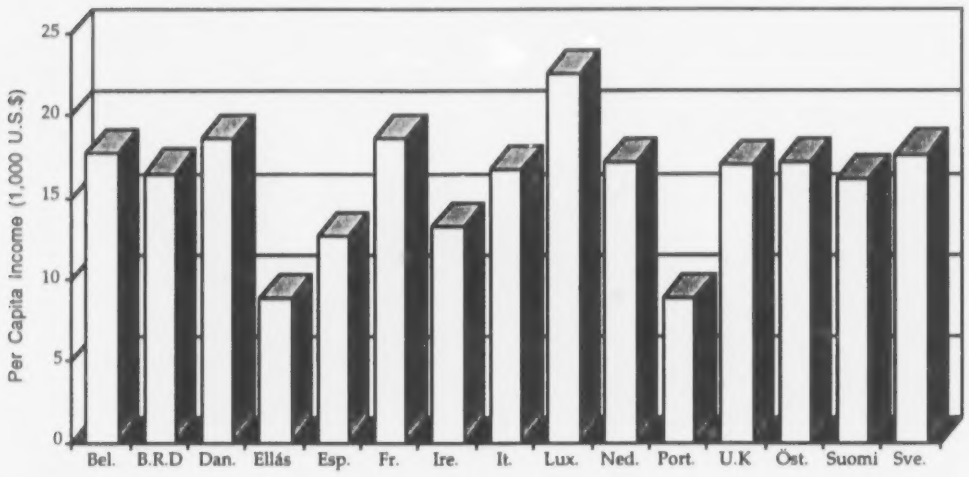
ITALIA (IT.)

Italy is about the size of Arizona, and its capital is Rome (3.1 million), a city known for its 2000-year-old temples and forums, but also for its notorious city traffic.

Italy is the fourth largest automobile manufacturer in the Union and exports roughly one-third of the cars it manufactures to other European countries. The car industry is one of Italy's key economic sectors. Italy has always had one of the highest gasoline prices in Europe. The Italian automobile industry reacted to this trend by producing predominantly small and efficient cars. Environmental concern caused by air pollution has not been as common in Italy as in other countries in the Union, such as Germany.

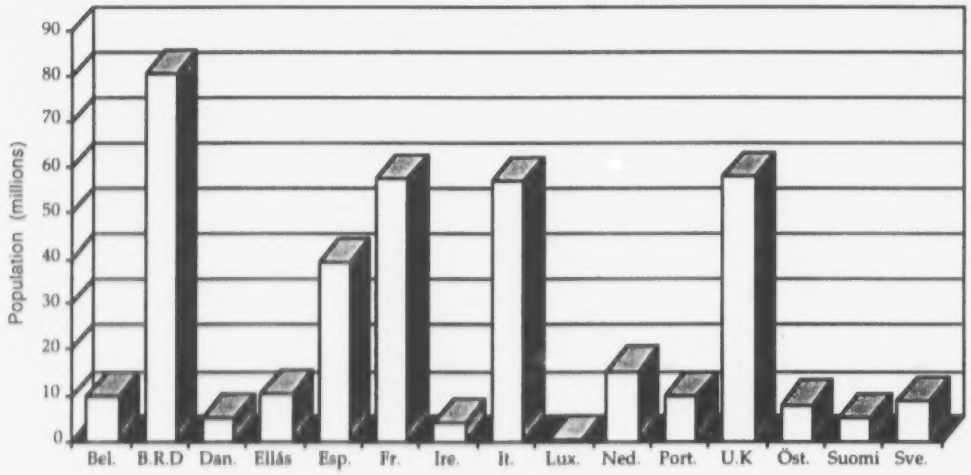


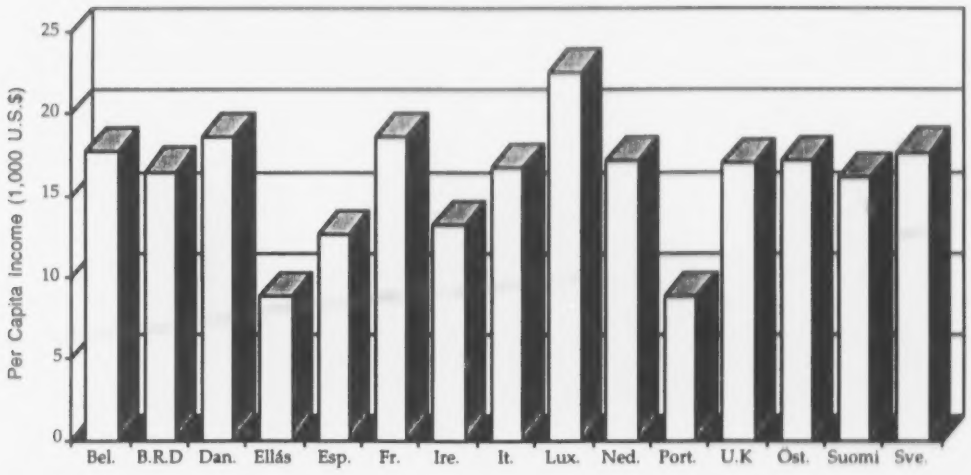


LUXEMBOURG (LUX.)

Luxembourg, part of the Benelux countries (Belgium, the Netherlands, and Luxembourg), is a little smaller than Rhode Island. The capital is Luxembourg (80,000), the home of the Court of Justice.

Luxembourg is not an automobile manufacturer. The services sector is the key sector of its economy. But the people of Luxembourg have always been very sensitive to environmental problems. Luxembourg has also seen itself in the center of the European Union, and has supported most Union initiatives.





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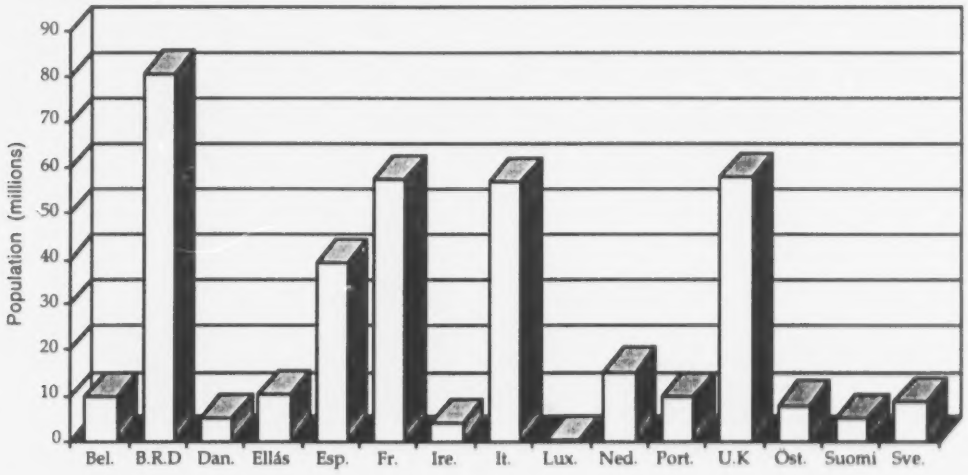
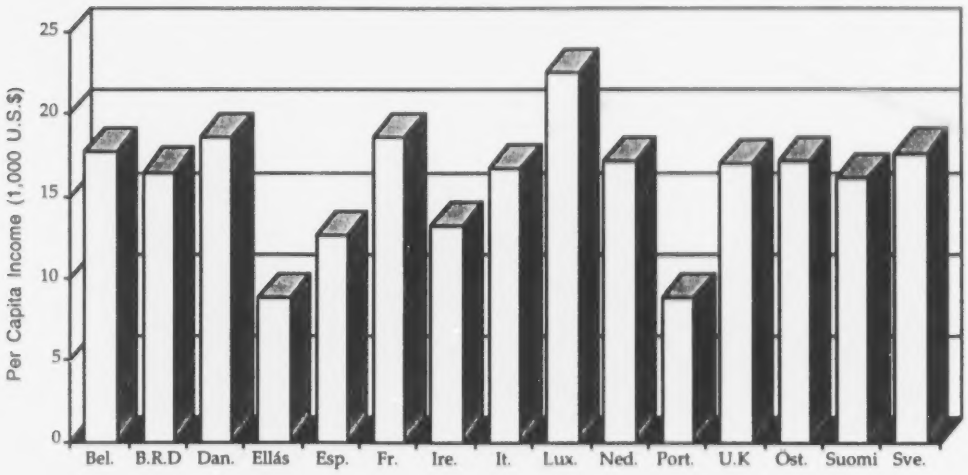
NEDERLAND (NED.)

The Netherlands is about the size of Vermont and New Hampshire combined, and over half its area is below sea level. Amsterdam (713,400) is the largest city; The Hague is the capital.

The Netherlands is one of the smallest automobile manufacturers in the E.U. The country's location at the gateway to Europe has encouraged the development of heavy industries. Most of the urban centers suffer from smog, and clean water is one of its major concerns. The Dutch are sensitive to all kinds of environmental threats. A former Dutch Environment Minister opposed an earlier automobile emissions proposal because he believed it was not strict enough. The Netherlands is the most densely populated country in the world with nearly 90 percent of the people living in urban areas.

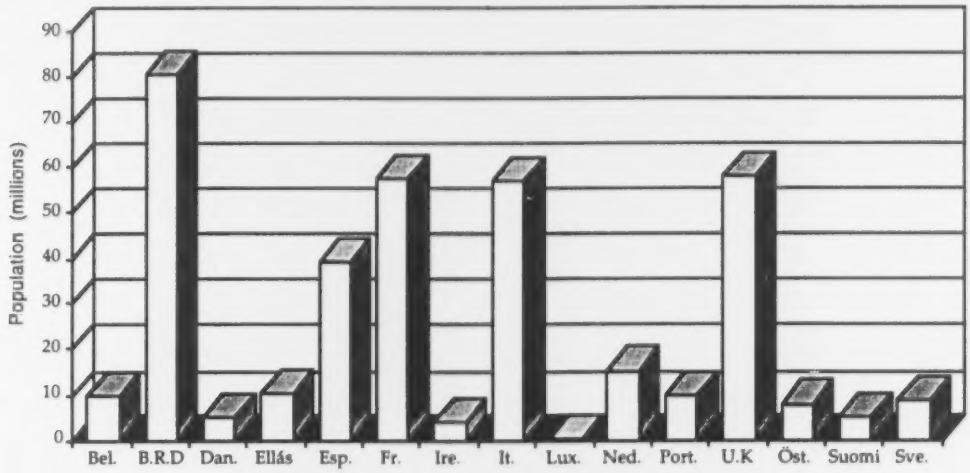


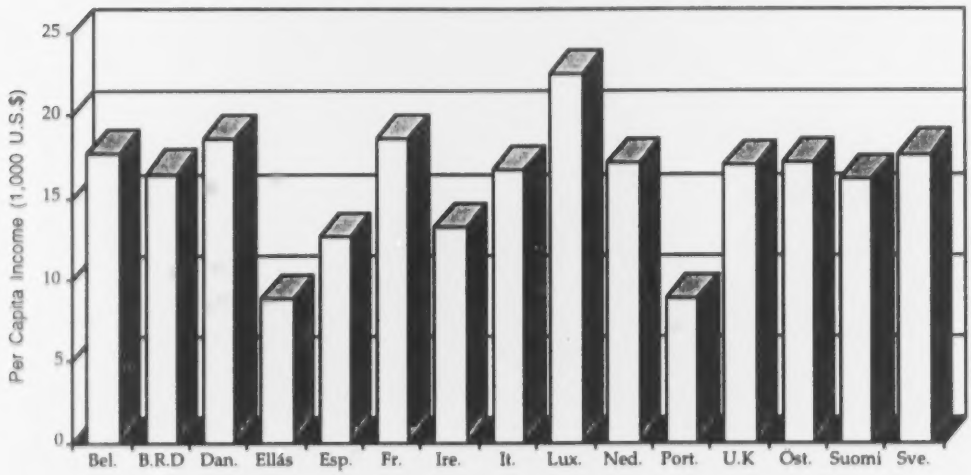


ÖSTERREICH (ÖST.)

Austria is about the size of Maryland. Its capital is Vienna (1.5 million). Located in the center of Europe, Austria shares its borders with eight other nations.

Austria is not a significant automobile manufacturer, but it is a large producer of automobile parts in the Union. Current emissions standards in Austria are more stringent than those in the E.U. Due to Austria's location between Italy and Germany, concern exists that Austria will become the highway of Europe. This problem is made worse because the roads connecting the two large neighbors run through Austria's very sensitive Alpine environment.





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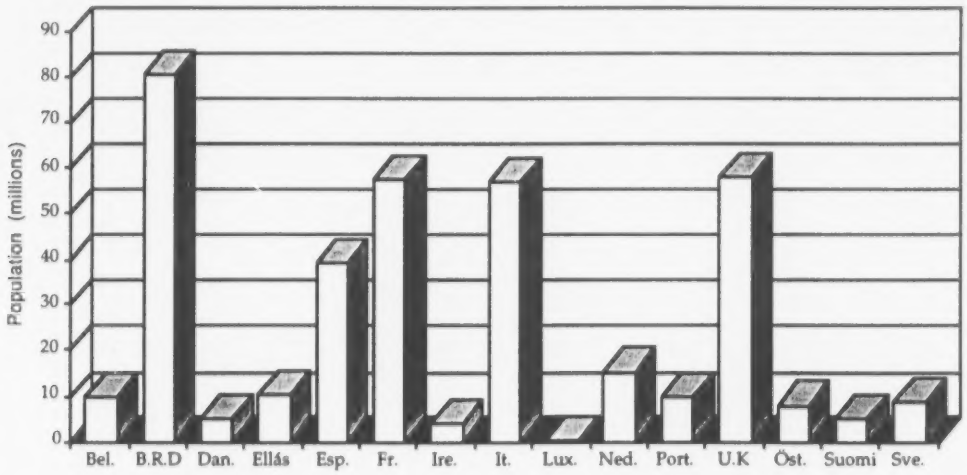
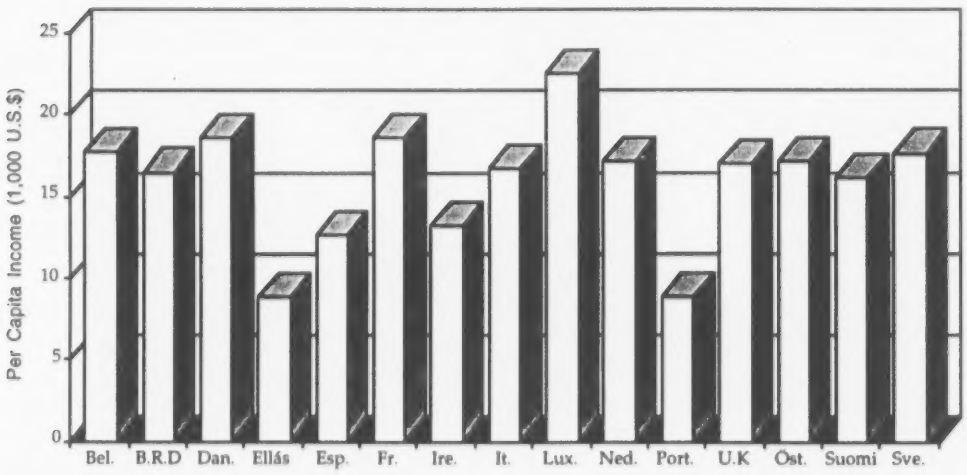
PORTUGAL (PORT.)

Portugal, a little bigger than Maine, occupies the southwest section of the Iberian Peninsula. Its capital is Lisbon (2 million). Portugal's major trading partners are France and Britain.

Portugal is not a significant automobile manufacturer in the European Union. Until recently, Portugal expressed relative indifference toward pollution caused by automobile emissions. Similar to Spain, Portugal's main priority is economic growth. As a result of relaxed environment protection laws in the past, threats to wildlife are most severe in Spain and Portugal. Over 40 different species are known to be threatened in these two southern Member States.

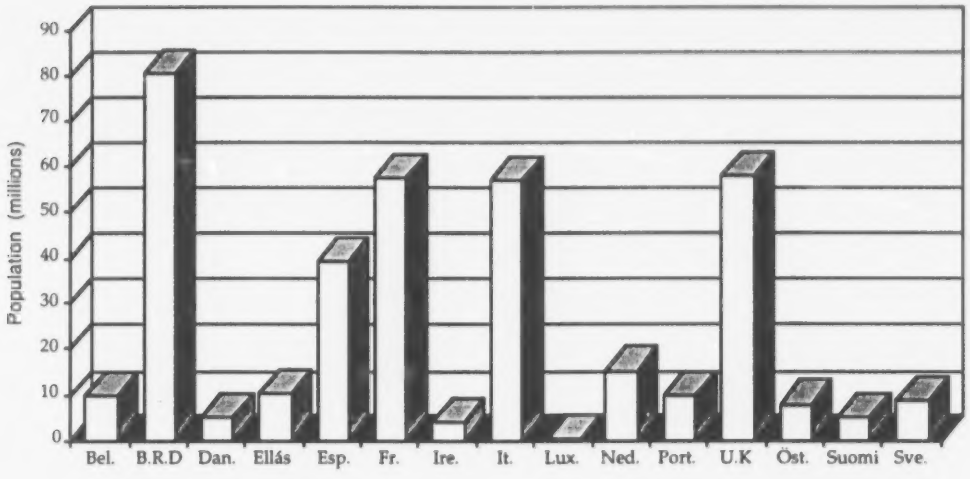


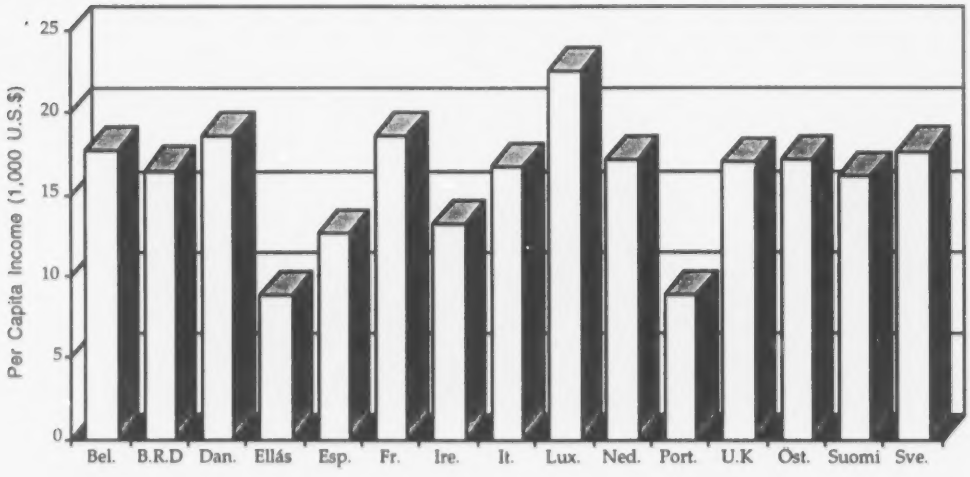


SUOMI (SUOMI)[7]

Finland is a little smaller than Alabama. Its capital is Helsinki (500,000).

Finland is not a significant automobile producer in the European Union. Like the other Scandinavian countries, Finland has high emissions standards and is very sensitive to environmental problems. The Finnish Prime Minister, Esko Aho, has stated that Finland will push for environmental issues within the Union.





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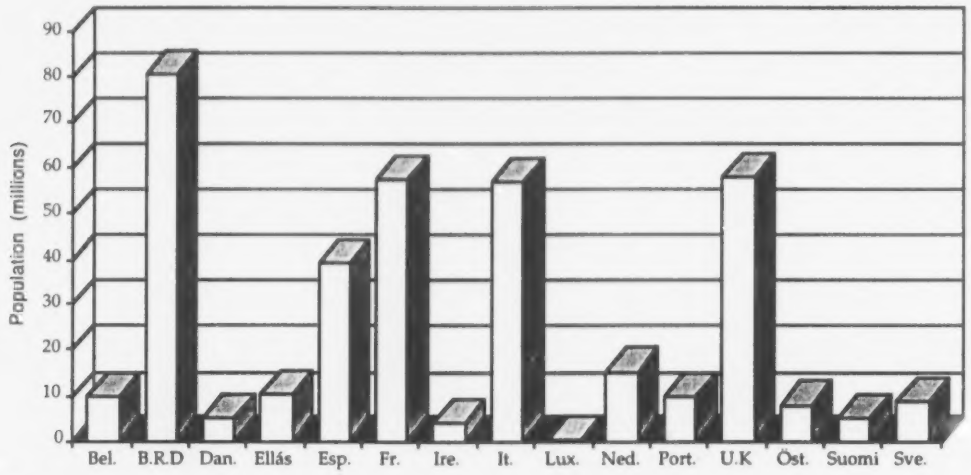
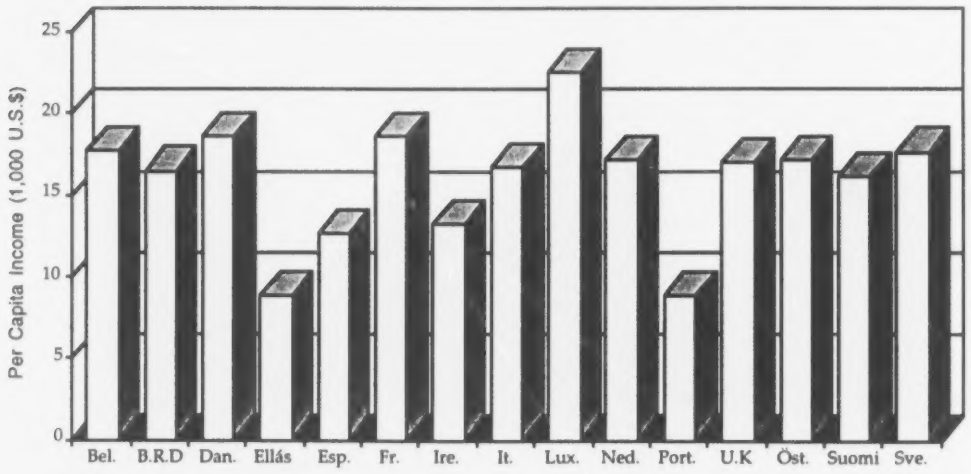
SVERIGE (SVE.)[8]

Sweden is about the size of Florida. Its capital is Stockholm (700,000). Sweden is the sixth largest automobile producer in the European Union. Volvo and SAAB provide the core of Sweden's automobile manufacturing industry. The country is very sensitive to environmental problems and considers acid rain to be a major problem facing the nation. Before entry into the Union, Sweden had some of the toughest emission standards in Europe. The government and the people are worried that membership could threaten their environmental standards, but at the same time, they realize that environmental concerns cross borders. Sweden hopes to use the E.U. to implement international environmental solutions that will reduce pollution in Sweden that originated in other E.U. states.

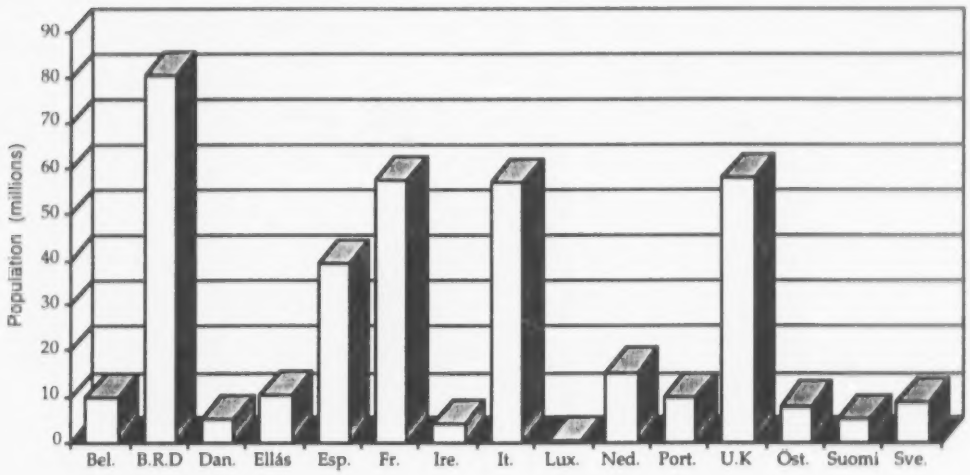


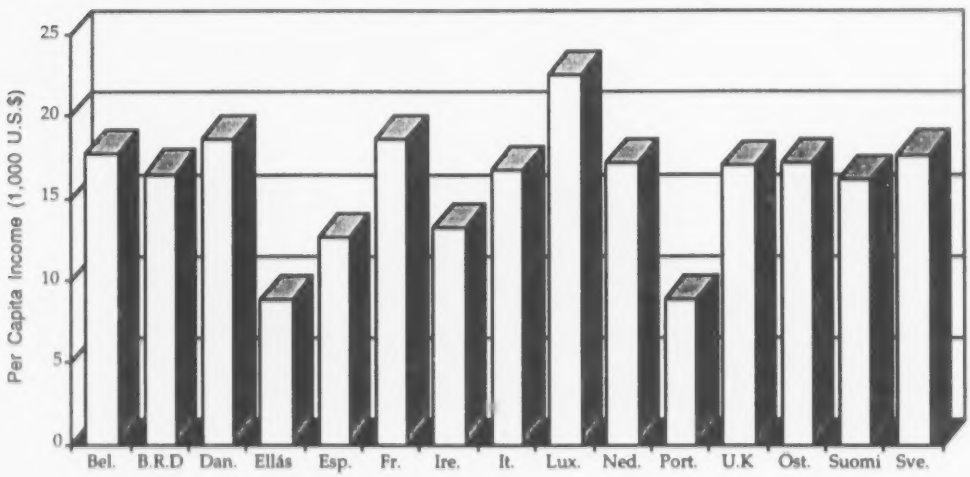


UNITED KINGDOM (U.K.)

The United Kingdom of Great Britain (England, Wales, and Scotland) and Northern Ireland is about the size of Oregon. The capital is London (7 million).

Great Britain is the fifth largest automobile manufacturer in the Union with other Union Member States being its major customers. As a result of Great Britain's geographic location and its predominantly southwestern winds, pollution caused by automobile emissions is not as widespread as in other Member States on Continental Europe. The British government feels that pollution can be dealt with nationally.





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MEMBER STATES IDENTIFICATION BADGES (1 of 3)

Please cut along lines.

BELGIQUE	DANMARK
FRANCE	BUNDESRE- PUBLIK DEUTSCHLAND
ELLÁS/ ΕΛΛΑΣ	IRELAND

MEMBER STATES IDENTIFICATION BADGES (2 of 3)

Please cut along lines.

ITALIA COUNCIL PRESIDENT	LUXEM-BOURG
NEDER-LAND	PORTUGAL
ESPAÑA	UNITED KINGDOM

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MEMBER STATES IDENTIFICATION BADGES (3 of 3)

Please cut along lines.

ÖSTERREICH	SVERIGE
SUOMI	

PRESS BADGES (1 of 2)

Please cut along lines.

PRESS WIENER ZEITUNG (Österrich)	**PRESS** HELSINGIN SANOMAT (Suomi)
PRESS DAGEN (Sverige)	**PRESS** IRISH TIMES (Ireland)
PRESS KATHIMERINI (Ellás/ΕΛΛΑΣ)	**PRESS** IL PROGRESSO (Italia)

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PRESS BADGES (2 of 2)

Please cut along lines.

PRESS LE DRAPEAU ROUGE (Belgique)	**PRESS** WAARHEID (Nederland)
PRESS ZEITUNG ZUM LETZEBUERGER VOLLEK (Luxembourg)	**PRESS** EL PAÍS (España)
PRESS THE GUARDIAN (UK)	**PRESS** DIE ZEIT (Bundesrepublik Deutschland)

PRESS QUESTIONS

You are a reporter for an E.U. Member State newspaper. To prepare for your report, you must pay careful attention to the proceedings of the debate and answer the following questions. You will be asked to report back to the class on what you observe.

1. What arguments did Member States present in support of the proposed legislation?

2. What arguments did Member States present opposing the proposed legislation?

3. Describe how the debate developed among the Ministers. For example, were there groups of Member States that joined together to express one point of view? Was there any discussion of balancing the interests of the individual Member States with those of the Union as a whole?

4. Was the Council able to reach a decision? If yes, what decision did the Council of Ministers reach? What position did your country have on the decision? If no, why was the Council unable to reach a decision?

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Lesson Five

ADMISSION OF A NEW MEMBER STATE —THE CASES OF NORWAY AND THE CZECH REPUBLIC

What are some aspects of the admission of a new Member State to the European Union?

Introduction

Europe is heading north. Europe is heading east. Europe is expanding. Actually, Europe itself is not expanding, but the European Union is. Having completed the application process and received the European Parliament's assent, Austria, with a population of nearly 8 million people, voted overwhelmingly to join the E.U. in a nationwide referendum held in the summer in 1994. Sweden and Denmark followed suit later in the same year. The joining of these three countries comprises the first enlargement of the European Union since Portugal and Spain joined in 1986. And the next group is already waiting to be accepted into membership: Poland, the Czech Republic, and Hungary—the three prime candidates from Eastern Europe, with established claims to be "rejoining the West."

This lesson focuses on the concept of community by considering the issue of admission of a new Member State to the European Union. The cases of Norway's and the Czech Republic's bids for admission will serve as the basis for examining the various aspects of admission: the political, economic, and cultural compatibility's of the Union and the applying states, and the short- and long-term implications of admission or the denial of admission for the applicant and Europe and the European Union.

Since the inception of the European Union, several countries have applied to join the original six Member States. However, not all attempts were successful. Britain's first application was rejected, mainly due to the French veto in 1963. French President Charles de Gaulle declared that Britain's political and economic interests were too different from the interests of the Union. Sometimes the country's people decided against membership. Norway signed the treaty of accession to the European Union in January 1972 but subsequently withdrew when a referendum in Norway showed a majority of its people against membership in the E.U. And Greenland voted against the Union in 1972, but as part of Denmark, it was bound by the Danish decision to join the Union. After its local

government won semi-autonomy in 1979, it expressed its wish to leave the E.U. and did so in 1985.

Objectives

- to gain an understanding of the types of issues facing sovereign states when they consider joining the European Union
- to further appreciate the economic and cultural diversity of Europe

Materials

- Handout 5A, *A Cartoonist's Perspective*, one per student pair
- Handout 5B, *Applying to the European Union*, one per pair
- Handout 5C, *Country Profile*, one per pair
- Handout 5D, *Commission Opinion—Norway*, one per pair
- Handout 5E, *Commission Opinion—Czech Republic*, one per pair

Time

Suggested time for this lesson: one class period

Suggested Procedures

1. Engage students in a discussion about why they might want to be part of a community. Ask them about possible advantages and disadvantages of being part of a community. Do students see similar ideas or themes emerging from their answers? Are the answers stated in terms of benefits and obligations?

2. Divide students into pairs and distribute one copy of Handout 5A, *A Cartoonist's Perspective*, to each pair.

3. Have student pairs generate a series of questions (approximately 5-15) that are based on the political cartoons (see also Lesson Two for further instructions on how to use political cartoons as a stimulus for developing students' analytical and writing skills).

4. When the student pairs have considered all of the possible questions, have them suggest answers to the questions. Let the students report their findings to the rest of the class and discuss the answers. Write the answers and the questions on the chalkboard.

5. The students are now ready to begin their writing assignment. A political cartoon is an ideal stimulus for developing students' analytical and writing skills. Pictures, quotations, poems, and a moral dilemma also work. Most writing is based on the writer's perception of the world. A writing activity interpreting a political cartoon will help student writers focus their observations on the details of the cartoon, as well as on the whole, and allow them to see the interrelationships of these details. Writing is reasoning in action. The process of thinking takes place when students write. In the case of writing about political cartoons, the mental processes may include

translating, interpreting, analyzing, and evaluating. The writing activity can encourage and develop these processes.

6. Distribute a copy of Handout 5B, *Applying to the European Union*. Tell students to read the handout and, as partner pairs, answer the questions.

7. When debriefing Handout 5B, *Applying to the European Community* ask students how they would define *Europe*. What does *European* mean, geographically, politically, culturally, linguistically? Should every European country be allowed to become a member of the European Union? What criteria should be applied in order to decide which country can join the Union, and which country cannot?

8. At this point, ask students to reflect on their own experiences of being a member of various communities.

   - Did they ever want to join a community or a club, but were not accepted? What were the reasons?
   - What criteria would they have had to fulfill in order to be accepted? Would they have to give up certain beliefs, etc.?
   - Were they ever in a situation where they decided whether to accept someone into a club or any other organization? What questions did they ask the applicant?

9. Explain to the students the following two major guidelines for E.U. membership negotiation:

   First, applicants are required to accept the E.U. treaties and all rules that had developed based on these treaties. This means that any exceptions to the treaty rules made for an applicant state will not be permanent, but would only be in effect during a transitional stage before full membership.

   Second, each applicant state will adapt to the conditions in the treaties during a five-year transitional period. During this time, the applicant state will gradually implement the changes agreed upon within the Union. These might include eliminating tariffs or adopting Union agricultural regulations. After five years, the applicant state will be a full Member State of the Union.

10. With students still in partner pairs, distribute copies of Handout 5C, *Country Profile*, to each partner pair. Ask students to read the handout and, as partner pairs, list the pros and cons of these countries joining the European Union.

11. When students are finished with Handout 5B and Handout 5C, distribute copies of Handout 5D, *Commission Opinion—Norway*, and Handout 5E, *Commission Opinion—Czech Republic*. In pairs, ask students to form an opinion on the application of Norway and the Czech Republic. Remind students that they should think about the economic, political, and cultural impact membership could have on

both the applicant state and the Union, while keeping in mind the free movement of goods, persons, capital, and services.

12. Discuss with the entire class the answers from Handout 5D, *Commission Opinion—Norway* and Handout 5E, *Commission Opinion—Czech Republic.*

- The application process is referred to in all three treaties that created the European Communities as well as in the Maastricht Treaty, which created the European Union. Specifically, guidelines are contained in Article 237 of the *European Economic Community (EEC)* and in Article 205 of the *European Atomic Energy Community (EURATOM)*, both part of the Treaties of Rome, and in Article 98 of the *European Coal and Steel Community (ECSC)*, Treaty of Paris. The terms of the European Economic Community are representative of all three communities. The Treaties of Rome commit the Union to "strengthen the safeguards of peace and liberty" and though it is not mentioned explicitly, the custom has developed requiring Member States to be "democratic."

- Norway's applications were accepted by the Council of the European Union in 1972 and 1994, but were withdrawn by Norway both times when a referendum showed a majority of its people against membership.

  The two countries were chosen as case studies because of their striking difference in their demographics, their political and economic characteristics, and the resources and problems they would bring into the Union. In addition, Norway's previous applications provided useful documentation and other materials on its potential role as a Union member. The Czech Republic looks furthest along the road of all the Central European countries in terms of their domestic transformation processes and their signed agreements with the European Union.

A Cartoonist's Perspective

Cartoon A

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Cartoon B

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APPLYING TO THE EUROPEAN UNION

[To achieve] "a harmonious development of economic activities, a continuous and balanced expansion, an increase in stability, an accelerated raising of the standard of living and closer relations between the States belonging to it ... [The Member States of the European Community are] resolved to strengthen the safeguards of peace and liberty by establishing this combination of resources, and calling upon other peoples of Europe who share their ideal to join their efforts."
Preamble and Art. 1, Treaty of Rome

What are the major goals of the European Union? Does the European Union welcome new members?

_____

_____

_____

"Any European State may apply to become a member of the Community. It shall address its application to the Council, which shall act unanimously after consulting the Commission and after receiving the assent of the European Parliament which shall act by majority of its component members. The conditions of admission and the adjustments to this Treaty necessitated thereby shall be the subject of an agreement between the Member States and the applicant State. This agreement shall be submitted for ratification by all the Contracting States in accordance with their respective constitutional requirements."
Article 237, Treaty of Rome

Although the rules as stated in this treaty are somewhat vague, what information does Article 237 give you about who may apply for membership to the European Union and how it is done?

_____

_____

_____

_____

_____

"Whereas the principles of pluralistic democracy and respect for human rights form part of the common heritage of the peoples of the States brought together in the European Union and therefore essential elements of membership of the said Communities."
Opinion, Commission of the European Union, 1989

What does the Commission's opinion on membership in the Union imply regarding the form of government of the Member States of the Union and thus of any potential applicant?

_____

_____

_____

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COUNTRY PROFILES (1 of 2)

List the pros and cons of Norway and the Czech Republic joining the European Union. Consider both the perspective of the Union and of the individual country.

Norway:

• Norway is a country of 4.2 million people located in the Scandinavian region of Europe. It is cut off from the European mainland by the Baltic Sea. Its population is small given its geographic dimensions of 125,000 square miles, which is about the size of Arizona. Like other countries in Western Europe, Norway is a democracy and is a member of NATO. Norway's per capita income is one of the highest in Western Europe.

• *"Norway, of course, is a European country.... we have been part of the Western European part of the Atlantic Alliance ever since 1949. Even so, we did not join the European Community 20 years ago because the people voted against it in a referendum. We are the only country that has applied, negotiated, and carried through a referendum ending in a no vote.... Why do we try again more than 20 years later? Because all the arguments to join with other Western European countries are even stronger now than they were 20 years ago. Now we are facing a Europe after the Cold War.... Don't we belong together with our European allies and friends and our close neighbors in trying to shape the future?... And staying outside of the European Union gives us a negative factor when we try to compete for investment because of the stability of being part of a greater European structure.... Europe is not whole if you don't have the top of Europe in it. We have solidarity. We are the highest contributing nation to global concerns, to the Third World, to the United Nations, to refugee work. In all of these aspects, Norway contributes with political traditions which are valuable to the European voice and European culture in the world.* (Interview with Norwegian Prime Minister Gro Harlem Brundtland)[9]

• *"Though Norwegians may be outward-looking in geopolitical terms they are inward-looking socially. They do not want to be disturbed. They cherish the fabric of Norwegian society. This is not a nation of thrusters: they value their social life too much for that.... there are many Norwegians who see the [European Community] more as a threat to their accustomed ways than an opportunity for increased prosperity.... [They] fear [that] an influx of foreign workers or European capital buying out Norwegian companies. And ... there are those who regard the [European Community] as a collection of Catholic countries which will undermine Norway's traditional religious and social values."* (*The Times*, London, Dec. 14, 1971)[10]

• *"Norwegians live a comfortable life and the prospect of a new, brisk, competitive existence within the Community is unappealing to many of them....Then there are...young Norwegians, who regard the [European Community] as the temple of Mammon, the supreme achievement of the forces of capitalism.*

... Fisheries policy is crucial for Norway because this is an industry which matters so much socially and traditionally. There are so many small communities along the whole length of the Norwegian coast who depend for their livelihood directly or indirectly upon the fishing industry, ... It is no use telling the Norwegians to go away and share their coastal waters like good Europeans. " (*The Times*, London, December 2, 1971)[11]

• *"The Conservatives have always been in favor of Norwegian membership in an expanded Community, stating that Norway is faced with eventual economic and cultural isolation if all forms of European integration are rejected.... From an economic point of view membership in an extended Community is an imperative for Norway: The present Community plus Britain and Denmark take about 55% of Norway's commodity exports and 60% of the shipping services sold abroad.*

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COUNTRY PROFILES (2 of 2)

Norway (cont.) *This means that well over half the currency earnings of the country come from the ... Community and there is no alternative market where this currency can be earned."* (*The Times*, London, Dec. 14, 1971)

• *"Norway's history shows the influence of the open sea from the days of the Vikings to the present when shipping remains by far her largest earner of foreign exchange..... [Norwegians] fear that if at any time in the future large foreign trawler fleets are allowed to fish in Norway's coastal waters that will be the end of the Norwegian inshore fisherman as they are today. These rich resources will be over fished. The inshoreman will not be able to compete with expensive modern equipment of the trawlers. The small communities up the Norwegian coast which are so dependent on the fishermen will wither and die."* (*The Times*, London, Dec. 14, 1971)

Czech Republic:

• The Czech Republic, formerly part of Czechoslovakia, lies at the heart of Central Europe. In 1989, the "velvet revolution" erupted simultaneously in Prague and Bratislava and resulted in a split. Since 1992, the Czech Republic has worked to transform its economy into a functioning market system. With a population of over 10.3 million living on 30,400 square miles, the Czech Republic is a small but labor rich nation. Per capita income is much lower in the Czech Republic than in the rest of the European Union, but it is one of the highest in Eastern Europe. Not yet part of NATO, the Czech Republic looks to further integration with Western Europe as both an economic as well as a strategic necessity.

• *"We have to take it step by step. Right now, we are in the process of negotiating the association agreement with the [European] Community. That should envisage our membership in economic measures by opening the E.C. market to our goods."*—Václav Havel, President of the Czech Republic, stating that one of the Czech Republic's chief foreign policy objectives was to join the E.U. by the end of the century.[12]

• *"There would be a number of benefits, and also obviously costs associated with the benefits [of becoming a member of the European Community]. On the economic side, the benefits are obvious. It would open up for us a market of 300 million people. We have had some difficulties entering that market. We have been traditionally an export country. We lost most of our trade, which went on under the communist system, with the former Soviet Union and other countries of the East Bloc. More than 60% of our exports went to the Soviet Union and other countries. We have managed to turn that around, so now more than 50% of our exports go into EC countries, and exports are steadily growing. But there's still a lot of room for expanding our exports, and doing away with existing barriers would help our economy. There are political benefits that we expect our accession to the EC would demonstrate, in a very practical sense, that we are now a part of Europe, not a part of Eastern Europe, but a part of Europe, period. And we are part of a European structure, which is a structure which shares certain ideas of political systems, of economic systems, of thinking in the field of security, although the EC in itself is not a security organization."*—Michael Zantovsky, Czech Republic Ambassador to the United States.[13]

• *" [The move toward a free market economy] is going well. During 1990, we were able to set up a political and economic program. At the beginning of 1991, we started to liberalize prices. We declared the currency to be convertible, introduced the notion of the restrictions of the budget surplus, liberalized foreign trade, and started privatizing the economy.... We don't need economic concessions from the EC in three, five, or seven years. We need them now. Our debt is quite low, but we need access for our exports. This is where I would like to see a more flexible approach from the Community."*—Vladimir Dlouhy, Czech Minister of Economics.[14]

COMMISSION OPINION[15]

on the application for accession to the European Union by the

KINGDOM OF NORWAY

THE COMMISSION OF THE EUROPEAN UNION,

Having regard to Article 98 of the Treaty establishing the European Coal and Steel Community, Article 237 of the Treaty establishing the European Economic Community, and Article 205 of the Treaty establishing the European Atomic Energy Community,

Whereas the Kingdom of Norway has applied to become a member of these Communities,

HEREBY DELIVERS A _____ **OPINION**
(favorable/unfavorable)

on the accession to the European Union of the Kingdom of Norway.

This opinion is addressed to the Council.

Done at Brussels, _____
(date)

Instructions:

1. **As a member of the European Commission you have to address an opinion to the Council of Ministers. List reasons why your opinion is favorable or unfavorable.**
2. **If your opinion is unfavorable, what would the Kingdom of Norway need to do in order to be accepted to the Union?**
3. **If your opinion is favorable, are there any important considerations on the application for accession to the Union by the Kingdom of Norway?**

COMMISSION OPINION

on the application for accession to the European Union by the

CZECH REPUBLIC

THE COMMISSION OF THE EUROPEAN UNION,

Having regard to Article 98 of the Treaty establishing the European Coal and Steel Community, Article 237 of the Treaty establishing the European Economic Community, and Article 205 of the Treaty establishing the European Atomic Energy Community,

Whereas the Czech Republic has applied to become a member of these Communities,

HEREBY DELIVERS A _____ OPINION
(favorable/unfavorable)

on the accession to the European Union of the Czech Republic.

This opinion is addressed to the Council.

Done at Brussels, _____
(date)

Instructions:

1. **As a member of the European Commission, you have to address an opinion to the Council of Ministers. List reasons why your opinion is favorable or unfavorable.**
2. **If your opinion is unfavorable, what would the Czech Republic need to do in order to be accepted to the Union?**
3. **If your opinion is favorable, are there any important considerations on the application for accession to the Union by the Czech Republic?**

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Lesson Six

THE EUROPEAN UNION: VISIONS FOR THE FUTURE

What are some of the challenges the European Union might have to face in the future?

Introduction

Until recently, the main cleavage within the European Union seemed to lie in the choice between broadening vs. deepening the Union: on one side, are those who favor a broader and outward looking Union; on the other side, are those who favor a deeper and closer Union. Those who favor enlargement hope that a broader club will also be a shallower one, and those who favor deepening the Union hope that a deeper club will also be a harder one to accede to. The recent accession of Austria, Finland, and Sweden gave the European Union new momentum. And the accession of some of the former communist countries from Central and Eastern Europe might no longer be avoidable. What sort of options lie ahead of an enlarged European Union?

This lesson will tie together the major themes and concepts of this unit by having students focus on the Union's future prospects given recent developments in Europe. In groups, students will prepare a report of the European Union's summit in 2051, create a map of Europe in 2051, and design an illustration that best depicts major events or changes.

The shock waves from the democratic revolutions in the Eastern European countries and the disintegration of the former Soviet Union have been presenting the European Union with its potentially biggest challenge ever. As the Union prepares for the 1996 Inter-Governmental Conference (IGC) and hopes to speed up negotiations on monetary and political union, the radical and unexpected changes in Eastern Europe and the former Soviet Union will undoubtedly have a major impact on the integration process of Europe and the size and shape of the European Union.

Objectives

- to appreciate the rapid changes taking place in Eastern Europe and the former Soviet Union, and the challenges these changes will present to the European Union and to European integration
- to reinforce students' knowledge of the changing political geography of Europe

- to conclude the unit and review its key themes

Materials

- Handout 6A, *Redesigning the Map of Europe*, one per student
- Handout 6B, *Europe's Past Meets its Future*, one per student
- Handout 6C, *Visualizing Europe and the E.U. in 2051*, one per group
- Transparency 6A, *Outline Map of Europe*
- Butcher paper, colored pencils
- Extra copies of Transparency 2A: *Map of Europe —Answer Key* from Lesson Two, in case some of the students don't have their own map.

Time

Suggested time for this lesson: one to two class periods

Suggested Procedures

1. Divide class into small groups. The maximum size for this activity is four to six. Distribute one copy of Handout 6A, *Redesigning the Map of Europe*, and one copy of Handout 6B, *Europe's Past Meets its Future*, to each student. Allow students enough time to read the handouts and answer any questions they may have.

2. Distribute a copy of Handout 6C, *Visualizing Europe and the E.U. in 2051* to each student. Tell students that they will find themselves in the year 2051 and that they will have to report from the summit meeting of the European Union in that year. Ask them to discuss the major events and changes that will have taken place within the European Union since 1991.

3. Project Transparency 6A: *Outline Map of Europe* onto the chalkboard. Each group should then draw the outline of the European continent without the internal borders of individual countries on a larger sheet of butcher paper. Do this by holding the butcher paper on the wall with the map projected onto it. Adjust the location of the overhead projector so that the map is the same size as the sheet of butcher paper. While one or two students from the group hold the paper to the wall, another students traces the outline of the map. Because each group needs to make a copy of the map, make sure that students are quick (maximum two minutes); it is not necessary to make a precise outline. *Remember: students are making an outline map without Europe's internal borders.* While students are tracing Europe's outline onto butcher paper, the rest of their group should think about the questions on Handout 6B.

4. After students have completed their tasks, ask the first group to report back to the class. While the reporters take turns reading their articles to the class, the cartographers will point to the map they created and clarify any questions the class might have. The illustrators will give a brief explanation of their work and why they have chosen that particular symbol or theme. Repeat this procedure for each group.

5. Throughout this unit, students have focused on the notion of community in general (*What is a community?*) and the European Union in particular. They have learned about the historical events that led to the formation of the E.U.(*Why do sovereign states want to become part of a community? What are the advantages, what are the disadvantages?*), and they have explored the complex process of European integration and cooperation (*How are decisions made in a community of independent nations, keeping in mind the different perspectives of the Member States and their national interests?*) To conclude the unit, you may want to assign an essay focused on the above mentioned questions.

REDESIGNING THE MAP OF EUROPE [16]

Few doubt that whatever the European map looks like by the year 2051, the shock waves from the collapse of communism are presenting the European Union with its potentially biggest challenge ever. Quite apart from possible threats to their own unity, the 15 E.U. Member States will have to decide whether to expand their Union to as many as 20, 25, or even 30 members. Most of the new states now emerging will demand early entry into the club, regardless of whether the current members believe their admission to be economically or politically justified.

...Such pressures are less acute in Western Europe, where the population is less of a jumble - and where democracy has allowed steam to escape from ethnic pressure cookers like the Belgian linguistic dispute between the [Dutch-speaking] Flemings and the [French-speaking] Walloons.

...There are fundamental differences between France and Germany over how the E.U. should deal with the growing list of new applications for admission. France wants the Union to strengthen its institutions and move closer to economic and political union before accepting new members that could slow down or alter its direction.... Rather than admit the Eastern European countries immediately into the E.U., French President Mitterand has called for a Europe-wide confederation in which the future economic, political, and cultural shape of Europe would be determined.

Germany, conversely, would like to see its historical trading partners in Central Europe inside the E.U. in a reasonably short time.... Britain, for its own reasons, falls more into the German camp.... A number of British politicians, above all former Prime Minister Margaret Thatcher, have long supported the extension of the E.U. to Eastern Europe, in the hope that the Union would be so diluted that it could never become the kind of federal "superstate" that many Britons fear.

But not everyone agrees that would necessarily follow. On the contrary, some advocates of a more closely integrated Union argue that the expansion of the E.U. to 20 or 30 members would require stronger, rather than weaker, central institutions, and further surrender of national sovereignty. According to this argument, the national veto (unanimous majority in the Council of Ministers for many crucial decisions) could not be retained in any form if the Union of such a size were to operate effectively, and the influence of individual national governments in the central institutions would generally have to be reduced. At the same time, in a genuinely federal Europe, as the authority of national governments diminished, more power could also devolve downward to regional and local governments, meeting the aspirations of regional ethnic groupings for a greater say in their own affairs. But there is little agreement on when or how—to tackle these issues.

Adapted from "Redesigning the Map of Europe," EUROPE, Magazine of the European Community, *October 1991*

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EUROPE'S PAST MEETS ITS FUTURE [17]

Europe's past and future collide this week when the European Union celebrates a landmark in its history then turns to the question of what the continent will be like in the next century. E.U. foreign ministers in Messina, in Sicily, on Friday mark the 40th anniversary of an agreement reached by six of their predecessors to forge an economic bloc. A day later, down the coast in the resort town of Taormina, their representatives hold the first of a dozen or so meetings to draft guidelines for the 1996 Inter-Governmental Conference (IGC).

Deeper political union, whether to forge a joint defense, and how to survive with the addition of as many as 15 new members from the former communist East and the Mediterranean are all slated to be on the agenda next year. So, too, will be the politically explosive question of how to balance power between Member States and E.U. institutions such as the European Commission and the European Parliament.

Messina was chosen because it was there, in 1955, that foreign ministers from Belgium, Luxembourg, France, Italy, the Netherlands, and Germany—the European Coal and Steel Community—decided to look into creation of a common market. Forty years later, the six have grown to 15, stretching from Andalusia to the Arctic and Galway to Greece, with a single market, joint foreign and trade policy, supranational institutions and a common currency in the works.

The ministers are expected to make much of this, pointing to the fact that in the 50 years since 1945, the gradual integration of western Europe has kept historical enemies at peace. Conflicts in the former Yugoslavia and former Soviet Union are seen as both underlining the need for the current E.U. to work as one and for close economic and political ties to be developed to stop the East from disintegrating violently.

The convening of the ministers' representatives in Taormina—the "Reflection Group"—will be presented in part as the next step in Europe's peaceful post-war development. Spanish European Affairs Minister Carlos Westendorp, who will chair the group and report its finding to the European Council in Madrid in December, says he expects only to lay out various options for the IGC proper to negotiate.

While doubtlessly the Messina and Taormina events will be sweetness and light on the surface, deep political divisions exist among the E.U. countries as they approach the IGC. Germany, the E.U.'s banker and most powerful Member State, is eager for deeper political integration to match the economic integration it agreed to in the Maastricht Treaty. As a federal state, it is less concerned with issues of sovereignty than others in the Union. But handing more power to E.U. institutions is anathema to Germany's main partner, France, which has long preferred European decisions to be made intergovernmentally.

New French President Jacques Chirac will face the dilemma during the IGC of publicly keeping the Franco-German alliance alive while making sure too much power does not devolve from Paris. Britain, however, poses the greatest problem to the IGC and those seeking further integration. The Conservative government has already said it will block any moves toward a strengthening of the E.U. over Member States, and some in the party have even called for some existing powers to be taken back—repatriated—from E.U. institutions. Such Euro-skepticism is not new. Britain only sent a delegate to the 1955 Messina meeting. He said on leaving that he doubted a common market would ever get off the ground.

Adapted from "Europe's Past Meets Its Future," The Reuter European Community Report, *May 1995*

VISUALIZING EUROPE AND THE E.U. IN 2051

You find yourself in the year 2051, when the European Union celebrates its 100th anniversary of the signing of the Treaty of Paris, which established the first European Community, the *European Coal and Steel Community (ECSC).* It is your assignment to report from the summit meeting. As a group you will have to

- prepare a written report of the summit meeting (reporters),
- create a map of Europe, reflecting major changes (cartographers), and
- design an illustration that best depicts the main event(s) (illustrators).

Instructions:

1. **Decide who in your group will prepare the written report (reporters), create the map of Europe (cartographers), and design the illustration (illustrators). You will need at least two students for each task. Any extra student will be a cartographer.**
2. **As a group, discuss and decide on the major events and changes that you think will have taken place within the European Union. Use the information given to you in Handout 6A, *Redesigning the Map of Europe,* in Handout 6B, *Europe's Past Meets Its Future,* as well as in all previous handouts. Placing the map of Europe from Lesson Two in front of you will help you in your discussion. You will need to take notes individually in order to complete your tasks once you are finished with the discussion.**

Use the following questions as a guideline for your discussion:

A. Has the official name of the European Union changed? Give reasons why it has/hasn't changed.
B. In which country and city does the summit meeting take place? Is there a particular reason for this location?
C. Membership:
   - Who are the new members of the Union? Was there any protest from some of the original Member States?
   - Which countries applied for membership but haven't been accepted? Which countries decided not to apply? For what reasons?
   - Are there any countries that decided to leave the Union? Give reasons.
D. Are there any borders (political/economic) between the Member States of the Union? Give reasons why or why not.
E. Level of integration:
   - Is the Union to be a Europe-wide group of politically sovereign states, working together mainly on economic matters, or is it a much more tightly-knit union or federation with a truly supranational European government?
   - Which sovereign powers have been transferred to the supranational community level, and which powers are still with the individual Member States? (for example, foreign policy, defense, monetary policy, health and education, police, immigration, etc.)
   - Are all Member States on the same level, or is there a more integrated central group and a less integrated peripheral group within the Union?

Outline Map of Europe

APPENDICES

THE ABCS OF THE E.U.[18]

African, Caribbean, and Pacific (ACP) Countries	Through a series of unique trade and aid pacts, 66 African, Caribbean and Pacific States (ACP) countries, most of them former colonies of the Member States, receive special access to the European Union, as well as an extensive "development assistance package." This cooperation began with the *Yaoundé* Conventions of 1963 and 1969, and was continued with the *Lomé* Conventions of 1975, 1979, and 1984.
Benelux	Belgium, the Netherlands, and Luxembourg Economic Union set up in 1948.
Budget of the European Union	Unlike international organizations, which rely exclusively on their members' financial contributions, the European Union has its own sources of revenue. The E.U.'s own resources are comprised of a part of the Value Added Tax (VAT) collected by the Member States, custom duties on imports from third countries, and direct contributions by each Member State based on its Gross National Product.
Cold War	The antagonistic period of U.S. - Soviet relations that began at the end of World War II. At the Malta summit in 1989, Presidents Bush and Gorbachev declared it over.
Confederation	A *confederation* is a group of sovereign states sharing some government tasks. America's 13 colonies in 1781-89 were a confederation. Their members usually have vetoes. To become law, confederal decisions need ratification by national parliaments. Switzerland is called a *confederation* but is really a *federation*.
Federation	In a *federation*, the central power has law-making and executive authority in some areas, while the members (cantons, states, republics) have authority in other areas. Anti-federalists tend to stress the powers yielded to the center, pro-federalists those kept by the states. Central decisions involve majority voting (no single state has a veto), and are automatically law throughout a federation. A supreme or constitutional court is usually needed to settle conflict of laws between a federation's different parts. The European Union shares some of the features of both a confederation and a federation.
European Commission	The European Commission is considered to be the "Guardian of the Treaties" and initiates Union policy.
Committee of Permanent Representatives (COREPER)	COREPER is composed of Member States' government officials holding ambassadorial rank, and it assists the Council of Ministers.

Common Agricultural Policy (CAP)	The CAP was established in 1962. Its basic aims are to guarantee the security of food supplies at stable and reasonable prices, to improve productivity, and to ensure a fair standard of living for farmers. The CAP has faced many challenges, in particular huge surpluses as a result of increased productivity and stagnating demand ("wine lakes" and "butter mountains"). More than 50 percent of the E.U. budget goes toward the CAP.
Council of Ministers of the European Union	The Council of Ministers represents the Member States and is considered the ultimate decision-maker and the legislative arm of the Union.
Democratization	The process of establishing a multi-party democracy; in Eastern Europe, ending the monopoly of the communist party and permitting direct elections.
E.U. Legislation	E.U. legislation takes different forms, depending on the objectives to be achieved: • *Regulations* can be compared to federal laws. They are binding in their entirety and directly applicable throughout the E.U. territory. • *Directives* are binding and are addressed to the Member States, which are free to choose the best forms and methods of implementation. • *Decisions* are binding in their entirety upon those to whom they are addressed—Member States, natural, and/or legal persons. *Recommendations* and *Opinions* are not binding.
Eastern Bloc	The nations of Eastern Europe—Poland, Bulgaria, Hungary, Romania, and the German Democratic Republic ("East Germany")—which were part of the Warsaw Pact and which remained under Soviet political influence after the World War II.
Economic and Social Committee (ESC)	A consultative body to the Commission and the Council of Ministers. It represents labor, employers, consumer, and other professional associations.
ECU	The European Currency Unit (ECU) serves as common denominator among all individual currencies and is the Union's internal currency.
EMS	The European Monetary System (EMS) was set up in 1979 to stabilize the exchange rates between national currencies.
European Atomic Energy Community (EURATOM)	The European Atomic Energy Community for joint research on nuclear energy for peaceful purposes was established in 1957.
European Coal and Steel Community (ECSC)	In 1951, Belgium, France, Germany, Italy, Luxembourg, and the Netherlands signed the ECSC Treaty, combining all European coal and steel industries under one single organization.

European Community (E.C.)	There are three different European Communities: the European Coal and Steel Community (ECSC), the European Economic Community (EEC), and the European Atomic Energy Community (EURATOM). All three Communities are three separate entities and are governed by separate treaties. The official term, used to refer to these three Communities in legal documents and official designations, is the "European Communities"—abbreviated E.C. Since the three Communities form a single political entity, they are commonly referred to as the "European Community"—also abbreviated E.C.
European Court of Justice	The "Supreme Court" of the European Union. The Court interprets and enforces Union law and hears cases on the effects of Union law.
European Economic Community (EEC)	Established by the Treaties of Rome in 1957, the EEC was the first step towards a common European market, with the ultimate goal of enabling free movement of persons, goods, services, and capital across national borders.
European Free Trade Association (EFTA)	Several European countries that are not members of the European Union joined the European Free Trade Association (EFTA), which was established in 1959 and whose headquarters is located in Geneva. In 1991, EFTA and the E.C. agreed to form the European Economic Area (EEA), a single market of 19 countries.
European Parliament	Citizens of the European Union elect representatives to the European Parliament. The Members of the European Parliament are directly elected for five-year terms and form political rather than national groups. The Parliament acts in close cooperation with the other Union institutions.
Internal Market	See *White Paper* below.
Iron Curtain	A term gaining general usage from the spring of 1946 onwards as a description of the border between Soviet-dominated countries and the West.
Lomé Conventions	See *ACP Countries* above.
Marshall Plan	On June 5, 1947, American Secretary of State George Marshall announced his emergency relief plan for economic reconstruction and political stabilization of Europe. The Soviet Union and Eastern Europe objected to and turned down the offer. For ten years, the United States allocated $13 billion in loans, grants, and direct investment in Western Europe.
Nationalism	The expression of patriotic sentiments attached to a group of people that defines itself a nation.

North Atlantic Treaty Organization (NATO)	The North Atlantic Treaty Organization is a military alliance comprising: Belgium, Canada, Denmark, the Federal Republic of Germany, Greece, Iceland, Italy, Luxembourg, the Netherlands, Norway, Portugal, Spain, Turkey, the United Kingdom, and the United States. It was created in April 1949 to defend Western Europe against potential Soviet aggression after World War II.
Organization for European Economic Cooperation (O.E.E.C.)	The O.E.E.C. was established in 1948 by 16 European countries to coordinate the distribution of American aid (see *Marshall Plan*). In 1961, to mark its widening and changing functions, the O.E.E.C. was replaced by the Organization For Economic Cooperation And Development (O.E.C.D.), which included Canada and the United States as full members.
Single European Act (SEA)	The SEA significantly amended the Treaties of Rome, which established the European Economic Community (EEC). Unlike other amendments, which consisted of specific changes to the Treaties, the SEA was a more comprehensive amendment. It was signed by all Member States in 1986 and affirmed the goals of 1992 by accepting the timetable projected in the White Paper. The SEA also increased the opportunities for majority voting and introduced a new legislative process between the Member Institutions.
Sovereignty	A sovereign state is considered to be fully self-governing and independent in foreign affairs.
Supranationality	Member States relinquish part of their national sovereignty to a higher institution. Within this institution, the member states work together in their collective interest through the joint administration of some of their sovereign powers.
Treaties of Rome	The Treaties of Rome established the European Economic Community (EEC) and the European Atomic Energy Community (EURATOM) in 1957 and were ratified by Belgium, Germany, France, Italy, Luxembourg, and the Netherlands.
Warsaw Pact	A military alliance between Bulgaria, Czechoslovakia, the German Democratic Republic ("East Germany"), Hungary, Poland, Romania, and the Soviet Union created in May 1945 and dissolved after the break-up of the Soviet Union in 1990.
White Paper	In June 1985, the Commission of the European Union issued a critical report entitled *Completing the Internal Market, White Paper from the Commission to the Council*. This is the single document that launched the concept of Europe 1992. The "1992 program" mentioned in the *White Paper* and ratified in 1986 through the SEA, describes the creation of a unifed economic area—without any internal borders—within which people, goods, capital, and services can circulate freely.

Yaoundé Conventions — See *ACP Countries* above.

About Cooperative Learning and the Jigsaw Approach[19]

Cooperative learning is an approach to education and a repertoire of teaching strategies based on the philosophy that students can learn more effectively in small groups. The groups and the learning experiences are organized so that 1) students become accountable for one another's learning, and 2) students acquire effective group skills and learning strategies. In cooperatively organized classrooms, it is to everyone's benefit to have everyone succeed. To that end, students learn how to assist each other.

Definition

Jigsaw refers to a particular method of cooperative classroom organization and instruction devised and documented by Elliot Aronson and others to enhance academic performance and improve classroom interaction.

In the Jigsaw classroom, students in small groups depend on one another for information needed to learn a topic, complete a task, or solve a problem. Each student in the group becomes an expert on a particular topic, and thus has a different piece of the puzzle (hence the term *Jigsaw*). Although each student's information is independently comprehensible, the ultimate learning goal is for everyone in the group to have the whole set of information. It is therefore each group member's task to share his or her piece of information so that all the students know all of the material. In Jigsaw then, students are individually accountable for learning their own material and sharing their information effectively with other group members. The cooperative learning and Jigsaw approaches were selected for this lesson to support the notion of working together in a "classroom community."

Group and Team Building

The key element of cooperative learning and the Jigsaw approach is the building and fostering of effective groups. Most cooperative groups work best with three to four students. If left on their own, most students will naturally form groups with others from the same cultural, linguistic, and/or socioeconomic background, and with those who have the same interests or are of the same proficiency level and same sex. However, students benefit more when cooperative learning groups are as heterogeneous as possible.

The building of group identity and team spirit is the essence of successful cooperative group work and is a long-term process. Students who are accustomed to working independently in the competitive educational system may initially find it difficult to work cooperatively as part of a group. Students' awareness of their individual responsibilities and accountabilities in a group situation needs to be built up over a period of time.

The Jigsaw Classroom

The Jigsaw classroom consists of two types of groups: the *Jigsaw Group*, and the *Expert Group*. Once students have been assigned to Jigsaw groups, they are each assigned to a letter (A, B, C, D). Students are then given the corresponding reading texts/tasks (marked A, B, C, D). In groups with different proficiency levels (in language classes) or different levels of academic abilities, the more complex texts/tasks (for instance

text A and B) are given to students with higher levels (A and B students). Students assigned to the same letter and text/task—A, for example—become experts on the A-material for their group. The experts then form their own groups.

In the expert groups, students work together on the same text/task, following the instructions and discussing and rehearsing the material for their individual Jigsaw group presentation.

When all students working in the expert groups feel they know their material and are ready to share it, they return to their respective Jigsaw groups. Each student —A, B, C, and D—then tells the other Jigsaw group members about the content of his or her text, consulting the text for details only. The students compare and check their information with one another and exchange any opinions in an attempt to reach a solution of a problem or the accomplishment of a specific task. At the end of the discussion, each group reports and presents its results to the class.

The Role of the Teacher

In the Jigsaw classroom, the role of the teacher changes significantly from agent of control and disseminator of all knowledge to catalyst and adviser. Once the teacher has formed heterogeneous groups, spotted inequities, and made adjustments, the students assume control of the activity. The teacher is then free to offer assistance and individual attention to those students in need of it. In particular, the teacher constantly needs to reinforce cooperative skills and manage possible conflicts by offering suggestions for their solutions.

FREQUENTLY ASKED QUESTIONS[20]

What is the European Union?

European integration began in the aftermath of World War II. Founding members of the Community first pooled their heavy industries. They then set about creating a single market in which goods, services, people, and capital move about as freely among countries as within one country. The process was a gradual one spanning 40 years and covering political and social as well as economic and trade dimensions. As they completed the single market, which formally came into being in January 1993, the Member States also prepared for the future. The Maastricht Treaty on European Union took effect on 1 November 1993. It strengthens the Community further, most notably by preparing the way for economic and monetary union (EMU) and a single currency and by giving extra power to the European Parliament. But Maastricht also added a common foreign and security policy and cooperation on justice and police affairs. The term *European Union* is used to describe the wider Maastricht framework in which all these activities—old and new—take place.

What does the European Union do for the ordinary citizen?

While retaining the cultural and linguistic diversity of its peoples, the Union gives them a common identity and a structure for greater solidarity. Individual citizens gain new opportunities and freedoms. They can live and work in the country of their choice. For travel within the Union, border controls have virtually disappeared. The removal of frontiers allows people to shop where goods and services are most keenly priced. The E.U. also provides citizens within their own countries with a wide range of products from across Europe that might not otherwise be available. The Maastricht Treaty has created a common European citizenship in addition to national citizenship. Nationals of one member country living in another can vote in local elections in their country of residence and can participate in European elections there as well.

By giving the European Parliament more power, the Maastricht Treaty has increased the influence on E.U. decisions of the directly-elected representatives of its citizens. The Treaty also gives each citizen the right to petition the European Parliament. In addition, the Parliament now nominates an Ombudsman to handle complaints from citizens concerning possible misconduct by any E.U. organ in the execution of its duties. Citizens' interests at regional level got a full hearing through the creation of the Committee of the Regions, which is consulted on many items of draft legislation. By virtue of his or her E.U. citizenship, a national from a given Member State can enjoy the protection of any other E.U. diplomatic mission when traveling in a foreign land where his own country is not represented.

Free movement of people: When is it going to happen?

Internal border controls between seven members of the European Union started to be lifted at the end of March 1995 after repeated postponements. However, progress has been even slower throughout the Union in establishing the freedom of movement guarantees contained in the Treaty of Maastricht.

The seven who are moving ahead (France, Germany, Spain, Portugal and the Benelux) are signatories to the Schengen Agreement, first signed in 1985. Their Ministers decided in December 1994 that preparations were now sufficiently advanced to allow them to lift internal controls. The main impact of the decision is the removal of passport checks on Union citizens passing through the airports of these countries.

Difficulties in launching a centralized computer system to police the movements of third-country nationals and delays in adapting airport customs control arrangements have caused a number of previous deadlines to slip from January 1, 1993, to March 26, 1995.

Italy, Greece, Denmark, and Austria look likely to be the next to bring in the new freedoms, although pressure on all Member States will increase in the next few months with the presentation of a draft directive by the European Commission. This would seek to establish freedom of movement for all E.U. citizens throughout the Union's territory.

However, the Council can only adopt such a directive on a unanimous basis, and the United Kingdom government has made it clear that it does not intend to abandon its own border controls on travelers from other Union countries.

Agreement has so far proved elusive on two other proposals that are needed: A Union framework for freedom of movement, and a proposal to establish a Convention on controls to be applied at the Union's external borders on nationals of third countries. The convention would also lay down common visa rules for all Member States; a common list of 127 countries whose citizens would be subject to visa requirements when entering the Union. Visas issued by one Member State would be mutually recognized by all.

Both proposals were tabled in December 1993, and neither has yet cleared the Council.

Will free movement of people mean free movement for crime?

The French presidency was looking to complete in March 1995 the convention between Member States that would formally establish the cross-border police intelligence agency, Europol (European Police Office). This follows progress made at an informal meeting of European Justice and Home Affairs ministers in Paris at the end of January 1995.

Justice and internal issues are a "third pillar" under the Maastricht Treaty, which means that they are handled on an intergovernmental basis and decisions are taken unanimously.

The Treaty of Maastricht defined nine areas of common interest including asylum, immigration, drug addiction, international fraud, and judicial cooperation on civil and criminal matters. Police cooperation will cover: "preventing and combating terrorism, unlawful drug trafficking and other serious forms of international crime including, if necessary, certain aspects of customs cooperation."

After a negotiating deadlock in November 1994, fresh impetus toward a convention was established by the European Council meeting in Essen on December 9-10, 1994. It insisted that the convention establishing Europol had to be settled no later than the European Council meeting in June 1995.

It also decided that the work of the Europol Drugs Unit, which has been operating on an interim basis since the beginning of 1994, should be extended to include the fight against trade in radioactive and nuclear materials, the smuggling of persons, vehicle trafficking, and associated money-laundering operations.

De facto cooperation between police forces has been strengthening despite the absence of a legal convention. National police forces are using Europol as a channel for circulating information. Before Europol, an international police query took an average of 14 days. Most requests are now handled in three or four hours.

What are the democratic foundations of the European Union?

The European Union is a union of 15 democratic states. Its main institutions are the European Parliament, the European Commission, the European Court of Justice, the Council of Ministers, and the Court of Auditors. The Council and the European Parliament are the main decision-making bodies of the European Union. The Council consists of ministers from the Member States directly responsible to their national governments and parliaments. The 626 members of the European Parliament are elected by E.U. citizens every five years. The president and the other 19 members of the European Commission, which has the sole right to initiate draft legislation, are nominated by common agreement by their governments. They are subject to a vote of investiture from the European Parliament before taking office. The Parliament also has the right to dismiss the European Commission by adopting a censure motion to this effect.

What powers do member governments retain? What does subsidiarity *mean?*

The balance of power between the European Union on the one side and Member States on the other is the object of intense debate in virtually all member countries. In fact, the Union can only act on the basis of powers freely granted to it by Member States in its founding treaties. In

those areas, involving trade, agriculture, industry, competition, environment, regional development, transport, energy, and monetary affairs, the 15 Member States can be said to be "pooling" to different degrees at least a part of their sovereignty. Policies in other areas are the responsibility of national governments. The Union increasingly acts in the spirit of subsidiarity, a principle that was enshrined in the Maastricht Treaty. Subsidiarity limits E.U. action to areas where it is better placed to act than the individual Member States. As a result of the practical application of this principle, several items of European legislation have been repealed. The number of E.U. legislative proposals has also dropped significantly after the completion of the single market program on January 1, 1993.

When are the present institutional arrangements of the European Union going to be reviewed?

One of the main purposes of the 1996 Inter-Governmental Conference foreseen by the Maastricht Treaty will be to review the operation of the institutions of the European Union. With the prospect of future accessions and enlargement towards the East, it is inconceivable to retain the present rules for a Community which by the end of the century may well have 20 or 25 members.

Why does Europe need a single currency? When will it come?

Economic and monetary union with a common currency is the logical next step to the creation of the single market. Currency fluctuations can cause distortions in the price of goods traded internationally. This creates uncertainty for buyer and seller. Currency fluctuations can block trade just as effectively as the barriers that the nations of Europe have gradually eliminated over the years. A single currency removes the need for travelers to change money when traveling within the European Union. The ordinary citizen also gets a strong and stable currency backed by the combined economic power of the European Union and its Member States. Despite the currency crises of 1992 and 1993, the European Union is primarily committed to moving to a common currency by 1997 or by 1999 at the latest.

Who pays for the European Union? Who benefits from its budget?

As a basic principle, E.U. countries pay to the E.U. budget their receipts from import duties, farm levies, and a part of their VAT revenues. Member States contribute additional funds needed to balance the budget according to their ability to pay. The budget, ECU 81 billion in 1995, covers policies like the CAP, research and development, programs linked to the single market, as well as overseas assistance and other external activities of the European Union. In addition, more than one-quarter of the budget goes to redistribute wealth from the richer to the poorer countries via the so-called Structural Funds. A new cohesion fund, designed to accelerate this process, was agreed upon as part of the Maastricht Treaty. The United Kingdom, as a major food importer,

receives a relatively small amount of CAP spending. It also has an income per head that is below the E.U. average. For these reasons, it receives a special rebate on its contribution to the E.U. budget.

What changes does the latest enlargement bring to the European geopolitical architecture?

The entry on January 1, 1995, of Austria, Finland, and Sweden into the European Union undoubtedly marked the end of an era, an era when Western Europe was divided into two groups of countries, those which belonged to a simple free-trade area, the EFTA (European Free Trade Association), and the members of the European Union, who favored more intensive integration, based mainly on the implementation of common policies. With the exception of Cyprus and Malta, which have applied for membership in the European Union, Liechtenstein, Iceland, Switzerland, and, of course, Norway, whose people have rejected membership of the Union (i.e., six countries with a total population of just under 12 million people), every country in Western Europe has now chosen to join in the same shared venture.

The involvement of countries in Central and Eastern Europe is now the next great stage in the integration of Europe. The "pre-accession strategy" launched at the European Council meeting in Essen on December 9-10, 1994, should initiate a gradual process of rapprochement to enable these countries to meet the economic and political conditions necessary for membership.

Is the European Economic Area (EEA) still a reality?

The referenda held in Austria, Finland, and Sweden produced varying results in favor of membership: 66.4%, 56.9%, and 52.3% respectively. However, the momentum produced by these results was not enough to swing the balance in Norway, where 52.2% of the electorate voted against membership. In legal terms, Norway remains linked to the European Union by the Agreement on the European Economic Area (EEA). Virtually all Community legislation relating to the "four freedoms" on which the European Community and the Single Market of 1993 are founded—free movement of people, goods, services, and capital—apply to Norway's territory.

The accession of Austria, Finland, and Sweden means that only three countries now remain linked to the Union by the EEA Agreement: Iceland, Liechtenstein, and Norway.

What place have the new Member States in the institutions of the Union?

- The Council of Ministers:

  In accordance with the principle whereby member countries' voting rights are determined by reference to the size of their population, Austria and Sweden have each been allocated four votes and Finland

three votes. The total number of votes thus has risen from 76 to 87. The threshold for the qualified majority required to take a decision has risen from 54 to 62 votes.

- The European Commission:

  The new Commission, which took up office on January 23, 1995, consists of 20 members.

- European Parliament:

  The total number of seats has risen from 567 to 626 (+59). Sweden has 22 members, Austria 21, and Finland 16.

- Other institutions:

  Court of Justice/Court of First Instance: each of the new members has appointed a judge to sit in each court .

- Economic and Social Committee and Committee of the Regions:

  Sweden and Austria have 12 members, and Finland has 9.

- European Investment Bank:

  The qualified majority provided for in Article 10 of the Statute rises from 45 percent to 50 percent of the subscribed capital. The number of full members of the Board of Directors rises from 22 to 25, one being appointed by each new Member State.

- Court of Auditors:

  Three additional members have been appointed.

- Official languages of the European Union:

  As a result of the accession of Finland and Sweden, the number of official languages has risen from 9 to 11.

What are the main features of accession agreements?

As in the case of every enlargement, the acceding countries enjoy transitional periods enabling them to gradually integrate sensitive sectors of the economy into the European Union. One point in common to all three new Member States is that for a period of four years they will be entitled to retain their own environmental protection standards, which are more stringent than those in force in the European Union. The idea is that, by the end of that time, their 12 partners will have raised their standards to the same level as those of the Nordic countries and not the reverse. Other problems addressed in the accession agreements differ from one country to the other.

In the case of Austria, the negotiations focused mainly on the conditions governing heavy goods vehicle traffic through the Alps. Under the terms of the agreement concluded, Austria will be entitled to limit transit traffic so as to gradually reduce pollution by 60 percent by the end of 2003. As far as Finland and Sweden are concerned, the deliberations

concentrated on aid from the European Union for farming in Arctic and sub-Arctic regions, where the population is very sparse, the growing season very short, and distances very long. Alongside the five objectives already pursued by the Structural Funds, "Objective 6" was added to assist regions with less than eight inhabitants per square kilometer. Under this objective, Sweden will thus receive ECU 230 million over the period 1995-99 and a total of ECU 1.22 billion from the Community Structural Funds.

Other important features of the accession agreement are: abolition of the state-run alcohol monopolies; the right of these countries to limit the acquisition of second homes by non-nationals; and the immediate alignment of agricultural prices, which have traditionally been higher in the countries concerned, with those in force in the European Union. In exchange, each of the new Member States will be entitled to continue subsidizing its farmers for a transitional period of five years.

When will the Eastern European countries join the European Union?

Enlargement of the European Union to bring the countries of Central and Eastern Europe into membership is strongly supported by public opinion in the existing Member States. A study for the European Commission published in January 1995 found majorities of more than 60 percent in favor of bringing Hungary, Poland, and the Czech Republic into the Union. Support was only marginally less strong (55-58 percent) for the memberships of Bulgaria, Slovakia, Romania, and Slovenia.

These attitudes provide a supportive background for the pre-accession strategy adopted at the European Council's meeting in Essen in December 1994. After a joint meeting during the summit between E.U. heads of state and government and the prime ministers of Hungary, Poland, the Czech Republic, Slovakia, Bulgaria, and Romania, German Chancellor Helmut Kohl, the summit host, proclaimed "a historic occasion for the European Union."

While confirming that the states of Central and Eastern Europe, which are associated with the European Union by the "Europe Agreements," can become members "if they so desire and as soon as they are able to fulfill the necessary conditions," the Essen Council insisted that enlargement negotiations with these countries could only begin after the 1996 Inter-Governmental Conference had completed its work. The purpose of the IGC is to ensure that "the institutional conditions for ensuring the proper functioning of the Union" are created before any new members were taken in.

The six countries represented at Essen in the associated category will be joined later this year by the three Baltic States and Slovenia, bringing the eligible for membership total to ten. So far, only Poland and Hungary have formally applied for membership in the Union.

Is the European Union a rich countries' club, neglecting poorer countries?

The European Union is itself a mix of rich and poor countries. Its richest regions—Hamburg in Germany or the Paris region of France—have living standards five times higher than the poorest areas. The least wealthy Member States—Spain, Portugal, Greece, Ireland and the new German Länder—receive considerable financial support from the Union to help narrow the gap between rich and poor, particularly in the run-up to economic and monetary union. The E.U. is by far the biggest provider of financial and technical assistance to the new democracies of Central and Eastern Europe and the former Soviet Union. It also maintains a strong sense of responsibility towards the Mediterranean countries and the developing countries of the Third World. It has concluded the Lomé Convention, a comprehensive trade and aid pact, with 70 countries from Africa, the Caribbean, and the Pacific (ACP), which include a number of the world's poorest nations.

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